Part I

1. INTRODUCTION

1.1 This report is offered as an appraisal of youth service provision in Wales and as a means of drawing attention to some of the main issues requiring consideration if the service is to realise its potential.

1.2 It is the product of a two-stage survey undertaken between 1980 and 1983. The first stage concentrated on analysis and evaluation of the systems established by local education authorities (LEAs) and voluntary youth organisations.[1] LEA officers and the headquarters staff of voluntary youth organisations provided information about the youth services under their aegis and discussions were conducted in order to clarify matters of policy, organisation and management, and practice.

1.3 The second stage of the inspection focussed on the experiences being provided within youth work and their contribution to the personal and social development of young people. To this end, a team of 12 HMI, including youth service and subject specialists, made a total of some 250 visits.

1.4 Such is the amount and diversity of youth work that no sample of provision can be claimed as truly representative. However, a number of significant factors were taken into account. These included the nature of the providers, the context of the work, the location and type of premises, the size of the unit, and the geographical, cultural and socio-economic character of the area. By this means, a 10 per cent sample of LEA units was achieved together with a selection of area and county activities. Visits to the voluntary sector were largely restricted to those organisations in receipt of headquarters grants from the Welsh Office during 1981/82[2] and, within these, to units in which the majority of participants were aged 13+. District, county and national programmes were also sampled.

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[1] Of the 44 voluntary youth organisations operating in Wales, 11 are Wales-only bodies, 19 coordinate activities across England and Wales and have national headquarters in England, and 14 have only a limited presence in Wales. (Table 2 refers.)

[2] Voluntary youth organisations included in the second stage of the survey were

a. those in receipt of Welsh Office Headquarters Grants:

Boys' Clubs of Wales (BCW)
Boys' Brigade
Guides Cymru
Presbyterian Church of Wales Youth Service
Provincial Youth Council, Church in Wales
Welsh Association of Youth Clubs (WAYC) and
Physically Handicapped and Able Bodied Clubs (PHAB)
Sgowtiaid Cymru
St John Ambulance Brigade
Urdd Gobaith Cymru
Welsh National Council of YMCAs
Young Farmers' Clubs of Wales (YFC)

b. others: Duke of Edinburgh's Award Scheme
National Federation of Gateway Clubs

Projects under the aegis of the Council for Wales of Voluntary Youth Services (CWVYS) were also included.

1.5 Findings from both stages of the survey are combined throughout the report so that data, descriptions and assessments might inform one another; tables are produced in a separate appendix to enable the reader to set them alongside the text.

2. HISTORICAL PERSPECTIVE

2.1 The youth service of today has been shaped by thinking, practice and events since the late 19th Century. In Wales the concern of influential individuals and bodies for the young in heavily industrialised areas led to the foundation of the early youth organisations. Among the first were the YMCA and YWCA, the boys' clubs sponsored by coal and steel owners, and the Boys' Brigade. Scouts and Guides were established after the turn of the century. Many of those movements aimed to help young people identify with 'worthwhile' activities and to give some structure to their lives. Others which followed reflected rural life and needs (Young Farmers' Clubs, 1920) and concern for cultural and religious ideals (Urdd Gobaith Cymru, 1922). The current patterns and modes of provision of many voluntary organisations still bear witness to the early urban/industrial, rural, spiritual, or cultural/linguistic links and purposes of their founders, and contemporary patronage and management retain vestiges of their philanthropic roots.

2.2 The formal involvement of LEAs dates from 1939 when the government recognised that a comprehensive service could not be provided by voluntary effort alone, despite the impetus given by the King George V Jubilee Funds. The Board of Education Circular 1486, entitled Service of Youth and issued to all LEAs, recorded the Board's decision to take direct responsibility for youth (those between school leaving age and 20) as part of the national system of education, and launched the concept of the youth service as a partnership of voluntary, LEA and central government provision. At national level, a youth committee was established to advise the Minister and a special branch of the Board was set up to administer grants to voluntary bodies. At local level a new pattern of youth committees, youth officer posts and youth centres began to develop, and the level of support to voluntary youth organisations increased.

2.3 Even though it did not mention the youth service by name, the 1944 Education Act required every local education authority to ". . . secure that the facilities for primary, secondary and further education provided for their area include adequate facilities for recreation and social training . . . (with) regard to the expediency of cooperation with any voluntary societies or bodies whose objects include the provision of facilities or the organisation of activities of a similar character." Subsequently, LEA youth services continued to grow but, in some parts of Wales, they did so only to the extent of filling gaps in voluntary provision. Indeed, because of other post-war priorities, a dual system did not evolve, in many places, until the mid-1950s and later.

2.4 The most notable fillip to the youth service was that given by the Albermarle Report (1960). Among its recommendations were those on age range (14 to 21), a building programme for youth centres, a 10-year development programme (advised by a Youth Service Development Council—YSDC), expenditure grants, improved arrangements for the training of part-time youth leaders, emergency and long-term training schemes for full-time youth leaders, and experimentation to take the service into areas not readily reached by traditional approaches. The main proposals were accepted by government and the effects upon the service in Wales were substantial. Practice was examined, county youth committees

enjoyed increased status, additional youth officer posts were established, there were extensive LEA and voluntary building programmes and full-time professionally trained leaders were appointed. University College Swansea was among the institutions asked to expand its programme of training for full-time youth workers.

2.5 In the aftermath of Albermarle, most voluntary bodies reappraised their aims, organisation and programmes. A number (mostly on an England/Wales basis) set up commissions of enquiry and published reports. Many initiated experimental projects or major developments, such as work with young offenders, with the physically handicapped, with the unemployed or with young trainees in industry, which impinged on practice in Wales.

2.6 Two national outcomes of Albermarle also proved of consequence to Wales. One was the Youth Service Information Centre, established in 1964 as an adjunct to the National College for the training of youth workers in Leicester and absorbed in 1973 into a National Youth Bureau (NYB) coordinating information, training and research services for the whole field of youth affairs. The other was the working party on the training of part-time youth leaders. Its reports (Bessey 1962) and a later YSDC review (1965) suggested joint committees of those responsible for training with the aim of providing elements of training common to the voluntary and paid part-time staff of all youth organisations.

2.7 In 1967, the Youth Service Development Council established two study groups on the relationship between the youth service and schools and between the youth service and the community. Their findings were included in Youth and Community Work in the 70s (1969). This report acknowledged many of the problems of the service — for example, age range, ambience, purposes, priorities. More significantly, whilst retaining some of the earlier emphases such as inculcation of values, physical fitness, challenge, citizenship, socialisation, and satisfactory social relationships, it signalled shifts in youth service orientation towards a more person-centred approach, social education, participation and political education.

2.8 Although not acted upon by government and felt by many youth service personnel to be ambiguous in its suggestions, the report had some impact on the field. In Wales it was seen to endorse the school-youth service links and its proposals for work with young people at risk, for instance, influenced the shape of youth service involvement with Intermediate Treatment.

2.9 Thenceforward, a number of new initiatives and an increasing use of youth work methods by other providers were felt by many to be weakening the standing of the 'main stream' youth service. Nevertheless, the 1970s saw a number of attempts to acknowledge and develop its role. A Department of Education and Science (DES) discussion paper on the future of the service was issued in 1975, a body to coordinate and validate in-service training for youth and community service personnel (INSTEP) was founded in 1976 and a National Youth Service Forum was convened in 1977 to provide an opportunity for debate. The period 1973-1980 also saw the introduction of four Private Members' Bills in Parliament, each addressing the question of the statutory basis of the youth service. Other recommendations included the establishment of local committees composed of representatives of LEAs, voluntary youth organisations and young people, of youth councils, and of a central advisory committee.

2.10 In January 1981 the Secretary of State for Education and Science set up a group to conduct a review of the youth service in England with the following terms of reference:

i. to report on present provision, both statutory and voluntary

ii. to consider whether available resources could be deployed more effectively; and in the light of this

iii. to assess the need for legislation

The group's report 'Experience and Participation' (Cmnd 8686) was published in October 1982 and interested parties were invited to comment on its recommendations. Two immediate outcomes have been the establishment of the Council for Education and Training in Youth and Community Work (CETYCW) to combine responsibility for professional endorsement of initial training courses for youth and community workers with that for in-service development, and the announcement of a review of the National Youth Bureau. Both bodies have an England/Wales remit and developments from these, and any further governmental moves emanating from the England review, are likely to have implications for the youth service in Wales.

Part II

3. AIMS

3.1 Almost without exception, both statutory and voluntary providers see the youth service as an educational one offering experiences and leisure opportunities to assist the personal and social development of young people.

3.2 Whether the thinking which guides an LEA youth service derives from philanthropic roots, the influence of national reports, an amalgam of pre-local government reorganisation positions, the inheritance from former senior officers or the persuasions of present incumbents and elected members, its purpose is held to be that of 'social education'. This term is always used generically indicating the difficulty experienced in specifying the distinctive contribution of youth provision to an education service. More detailed descriptions of aims tend to be expressed in terms of the qualities or attributes which the service will encourage in young people, such as self-knowledge, maturity, social skills, relationships, responsibility and physical, mental and spiritual well-being.

3.3 Few authorities have contemporary policy documents although most have something in writing, be it a County Council publication, an LEA position statement, committee papers or internal memoranda. In the majority of instances, however, especially where youth provision is contained within a composite service, and where the need for clarity is, arguably, greater, aspirations remain as generalisations and are not translated into comprehensive aims and objectives for the service.

3.4 Some authorities have endeavoured to state their intentions more specifically as, for example:

"...to provide various opportunities for association amongst young people...; ...the acquisition of new, and the improvement of existing skills...; ....the development of new leisure interests...; ...service to the community";

"...providing opportunities for learning skills, techniques and activities in a safe environment; contact with caring adults; fostering interest in leisure and cultural activities for their own sake and for the contributions they can make to the quality of life; encouraging participation and involvement in decision-making; achieving high standards in activities";

"...development of interpersonal skills; purposeful learning of new interests and skills; improving competence in any field of personal activity; developing attitudes, judgement and values; experiencing democratic participation; community awareness...."

Regrettably, however, it is not usual for these sorts of exposition to be advanced into plans for action: all too often they stand somewhat disembodied from LEA expectations as to youth work content and the nature of roles to be performed, and from resource considerations.

3.5 Perhaps for reasons connected with their ancestry, their national status or the

more specific canvas upon which they work, most voluntary organisations have prepared broad statements of intent.

3.6 Many emphasise the Christian way of life as their guiding, or a prominent, principle, for example:

"...to communicate a live and meaningful Christian faith to young people through a programme of education, physical, spiritual and social interests" (Boys' Brigade);

"...to foster Christian Welsh citizenship among the youth of the nation...inspired by the Urdd's three-fold pledge of service to Wales, to fellow-man and to Christ" (Urdd Gobaith Cymru).

Some give weight to spiritual values alongside others:

"...to promote the mental, physical, social and spiritual well-being of boys to help each individual make the best use of his life" (Boys' Clubs of Wales);

"...to provide opportunities for young people to respond to challenges and needs so that they can improve their understanding of the world, of themselves and of one another" (YMCA).

3.7 Others are more variously focussed:

"...to advance the education of members in agriculture, home-crafts, country life and related subjects and, by giving members an opportunity to exercise self-government at all levels of the movement, to encourage them to become self-reliant members of the community" (Young Farmers' Clubs);

"...emphasis on the training of young people...to progress and obtain certificates in first aid and nursing...and to perform services to the community" (St John Ambulance);

"...to present a challenge to the individual to personal achievement through a balanced programme with a wide choice of leisure activities" (Duke of Edinburgh's Award Scheme);

"...to promote the social, emotional and intellectual development of members in order that they can become acceptable and accepted within the community" (National Federation of Gateway Clubs).

3.8 Some of these statements achieve a definition upon which the movements base extensive guidelines for programmes of work with young people and the training of adults (the uniformed organisations and the Duke of Edinburgh's Award Scheme in particular) or from which they build their organisational ethos (for example, the Young Farmers' and Gateway Clubs). Significantly, perhaps, it is the work of these organisations which is best known to and understood by the public at large.

3.9 Where aims are rooted in tradition there is a danger of their becoming distanced from current activity but there are a number of examples of sensible amendment, rephrasing or expansion for everyday usage. It is noticeable, for example, that, in some of its literature, the Urdd follows the extract from its constitution (above) with an explanation that..."service to Wales means respect for its language and culture and promoting the nation's welfare in every possible field. Respect for the language and culture includes knowing something of the history of Wales and of its bilingual literature: those who have the opportunity should make every effort to learn and to speak the language. The Urdd asks its members to serve the community in which they live and to help those in need whoever and wherever they may be."

3.10 Despite the measure of compatability of aims within the youth service, attempts to articulate its educational functions and to communicate these and their

significance to people at large have been patchy. Explanations for the lack of corporate activity are normally associated with the service's lack of a firm legislative base or of means for systematic statutory-voluntary discussion. Nevertheless, not all providers make sufficient use of the opportunities which are open to them to interpret their objectives to a wider audience. Unless action is taken the capacity of the service will continue to be imperfectly understood and undervalued.

4. ORGANISATION AND MANAGEMENT

Organisational and Committee Structures

4.1 LEA youth services work from dissimilar bases. Clwyd and Gwynedd alone have a discrete youth and community service, the term 'community' representing involvement with the work of, and grant-aid to, community centres and village halls and, to a lesser extent, a vision of youth work in a community context. Other LEA provision is subsumed within umbrella services to varying extents: Powys (Community Development) and South Glamorgan (Community Education) have points of association with adult education and community work and, in Mid-Glamorgan and West Glamorgan, some aspects of adult, youth and community work are integrated. In Dyfed, youth work is one element of a non-vocational further education service and, in Gwent, most youth provision forms part of a 'leisure service.'

4.2 Responsibility for the youth service in each authority rests with the County Education Committee and, in turn, with a sub-committee. In every case, the terms of reference of the appropriate sub-committee embrace other services or aspects of education including, variously, non-vocational further education, the careers service, libraries, vocational further education and awards, and leisure. In the case of non-vocational further education and leisure, this reflects a coordinated approach; but a shared platform with vocational further education does not imply links of practice nor does it signify coherent policies for the 16 to 19 age group. Also, despite the siting of youth facilities alongside those of schools, nowhere does the youth service have direct relationship with the schools sub-committee or with the committees of other allied services.

4.3 Whichever sub-committee covers the work, minutes reveal that, unless major policy changes or financial reductions are mooted, youth service items normally occupy a minor position and are accorded minimal attention. This situation appears to result from pressure on sub-committee time and from the ordering of the agenda. Only in Gwynedd does the Senior Youth Officer act as officer to the sub-committee and, although in most LEAs, senior youth service personnel attend committee, some regret their lack of opportunity to advise councillors directly.

4.4 In an attempt to overcome the problem, a youth sub-committee has been established in West Glamorgan. This has a similar constitution to its parent sub-committee but, because of its single interest, it is able to consider items in greater depth and to receive reports from full-time youth workers. South Glamorgan adopts a different strategy—a committee including six county councillors, and representatives of voluntary youth organisations (30), LEA youth centres (4), community bodies (4) and adult education interests (6). It has the advantage of receiving advice from workers in the field but is perhaps handicapped by its size and its somewhat imprecisely defined powers.

4.5 South Glamorgan, Clwyd, Dyfed and Gwent all attempt to involve voluntary organisations, young people, lower tier authorities, staff of other agencies and

members of the community alongside county councillors in the management of the service (Table 1). Gwent has Area Joint Committees responsible for leisure provision on which county councillors, district councillors and centre users have equal representation. Dyfed and South Glamorgan devolve responsibility for oversight of the work of centres to Centre Advisory or Management Committees composed of county councillors and representatives of a cross section of local interests. The Clwyd model consists of Area Youth Councils, composed of county and district councillors and statutory and voluntary representatives, which are charged with advising the LEA on all matters related to youth work, and a total of 120 management committees which govern full-time and part-time centres.

4.6 Although channels of communication between centre and area bodies and the county sub-committees appear rather informal, relying more on individuals than upon recognised procedure, a number of benefits are discernible. There is evidence that the involvement of local residents enriches a community's association with the work of a centre, that youth workers find the club committee helps determine the content of their work and supports them in it, and that councillors' relationships with centres help them to understand the service and inform discussions at county level.

4.7 In Gwent and West Glamorgan, there are statutory-voluntary meetings, concerned mainly with promoting and coordinating activities, which have become formalised as Leaders' Councils or Youth Service Associations; but these are no more integrated with the LEA Committee structure than other similar, but less regularised, gatherings. Likewise, the Young People's Council in Newport, Gwent is not formally associated with a statutory body.

4.8 Of the 44 voluntary youth organisations operating in Wales, some have links with various churches, some are uniformed, some pre-Services, and some promote specific interests. Several act through subsidiary units or service affiliated groups, and a few provide directly for individuals (Table 2 gives a classification along these lines). Although most of the organisations are established exclusively to provide for young people, four included in the survey could be described as the youth departments of larger concerns (MENCAP, the Church in Wales, the Presbyterian Church and the St John Ambulance Brigade). Of the organisations visited, Urdd Gobaith Cymru is the only youth movement with no approximate UK equivalent. The others, while constituted as Wales bodies, retain links with, or remain part of, a wider national or international body. In some cases such as the YFC, Guides and Scouts, this involves constitutional representation from Wales on England/Wales councils, committees or boards; in others, contact between officers and members of the respective bodies is less formal and there is sometimes a divergence of emphasis—for instance the Welsh Association of Youth Clubs (WAYC) gives primacy to its service to clubs and their leaders whereas the National Association of Youth Clubs (NAYC) tends to stress work with members.

4.9 Most voluntary sector organisations have a centralised structure (Table 3). Responsibility for policy rests, in each case, with a Wales Council or Committee composed variously of nominees of counties or districts, practitioners, young people, industry and commerce, education and other interested parties. In pursuit of equity and breadth of representation, some of these assemblies are large (30+ members) whereas others, for example the BCW, have sought recently to streamline membership in the interest of both greater efficiency and fuller involvement of individuals. The majority of these national bodies have sub-committees comprising members of the national council or committee and constituent federations or committees.

4.10 In the WAYC, the recently formed Members' Council of 12 young people has a function akin to that of a sub-committee. It meets on the morning before the Executive Council with an identical agenda and prepares its views for discussion in the afternoon. This national input by young people is noteworthy for, although in the Young Farmers' Clubs of Wales members are in the majority on all decision-making bodies, most opportunities for participation by young people occur at a more local level (10.5.1 – 10.5.17).

4.11 Nearly all voluntary organisations have a district or county[3] managerial level which, although bound to a greater or lesser extent by overall policy and securely part of its organisation in terms of communication, enjoys considerable latitude. The nature of the business in some organisations broadly mirrors that of headquarters, others differentiate functions, and in several cases the main purpose is to enable representatives to bring forward matters of concern, including policy proposals, problems and activity ideas. In all cases, this is where much of the 'grass roots' work is discussed, planned and reviewed. While, by their origin, some organisations are required to have a certain kind of representation (the Bishop makes appointments to the Diocesan Youth Committee, for instance) and there are traditions to be adhered to, many organisations see these committees as a further opportunity to include voluntary staff, to bring in more young people or to enlist the support of local businessmen and allied agencies. Several invite LEA officers to meetings and appreciate their support. However, this contact might prove even more beneficial were both parties to see this attendance not only as a means of improving the flow of communication and information between the statutory and voluntary sectors but as an opportunity to engage the voluntary organisation in discussion of youth service provision as a whole.

4.12 It is in the national, county or district discussions of voluntary youth groups that one potential advantage over statutory providers is most noticeable. As meetings are orientated single-mindedly towards the business of the organisation and sub-groups are able to give attention in depth to specific issues, the way is more easily paved for the needs of young people to receive priority attention.

4.13 While the principal purpose of many voluntary organisation structures is to enable local groups to function, some organisations define the ways by which units can become involved in decision-making right through to higher levels. Others arrange special meetings in order to include as many individuals as possible, but often such opportunities are rather limited and local groups are somewhat distanced from the centre of operations. This reinforces the measure of freedom afforded individual units. Voluntary youth groups make particular efforts to involve members of the community in management or supportive roles and these can be a major influence in shaping practice within units. Indeed, lay participation throughout the voluntary movement is one of its greatest strengths, but it can result in reluctance to accept the need for change.

Staff structures

4.14 In contrast to the uniform level of committee control in LEAs, ultimate staff responsibility for the youth service is allocated at different grades (Table 4). The

[3] Organisations broadly following the old Wales counties include:

Young Farmers' Clubs; (Scouts and Guides in part)

Organisations using new counties and districts within them as a basis of organisation include:

Urdd Gobaith Cymru; Duke of Edinburgh's Award Scheme; Welsh Association of Youth Clubs; Boys' Brigade; (Scouts and Guides in part)

conventional establishment (taking the UK pattern) is a head of service, reporting to an assistant director of education and supported by a deputy and other officers with territorial assignments. This is the structure in Clwyd and Gwynedd where the youth service is a separate entity. Elsewhere, inclusion within community or non-vocational further education means that youth service staff form one part of the hierarchy under an assistant director of education. Some assistant directors are actively involved in all dimensions of the service, while others restrict their involvement to overall direction or intervene in selected issues. Those with no background in the youth service make assiduous efforts to become acquainted with its work and to be real rather than titular heads of the service, even though other priorities and pressures make it inevitable that they delegate a substantial amount of managerial and executive authority.

4.15 Area arrangements may mirror old counties, district council borders, new education areas or a combination of these. Such arrangements appear logical, but the boundaries are not always the most equitable in terms of geographical area, population and number of organisations, nor are they always the most appropriate in terms of natural relationships of neighbourhoods and organisations, communication patterns and other services. When there is no coordinating officer figure, area deployment can have the effect of creating two or more services within one county. Two LEAs have made a conscious decision to base all officers centrally and, while they relate mainly to nominated areas, they do not do so exclusively.

4.16 Expressed diagrammatically, structures appear relatively clear but, because the work of the youth officer combines professional, organisational and administrative elements, the actual situation is rather more complex. In some authorities, area officers are ostensibly accountable for the administrative parts of their role to area education officers and for the overall management of the service to a county officer. There are signs that, without constant vigilance, such dual working relationships can become dysfunctional.

4.17 It is a matter of regret that in most LEAs youth service officers are not included as part of the full LEA advisory team. Where they are, it is pleasing that good relationships have developed and subject advice is becoming available to the youth service.

4.18 Each voluntary youth organisation in Wales (Table 5) has either an appointed national officer (a Director, Secretary or Commissioner) or looks to a key member of staff (a Field Officer, Development Officer or Training Officer) to offer a lead. An indication of the commitment demanded by such posts is that, with the exception of the Chief Commissioners for Scouts and Guides, staff at this level are now full-time and salaried. Although the models presented by the YMCA, the Provincial Youth Council and others (Table 5) appear relatively simple, the staffing structure of most voluntary organisations is considerably more intricate and diverse than it is in LEAs.

4.19 The BCW occupies most of its staff at national level but, in common with the Urdd, the Guides and the Scouts, gives emphasis to appointments for specific areas of the organisation's work. Some bodies favour regional or field officers with a roving developmental and advisory brief. However, the greatest number of hierarchical levels occurs where organisations support an extended structure from national, through county and district or division, to individual unit level. As mentioned earlier, old or new counties or, in some cases, district council areas, are used as the basis of federations or various decision-making bodies and, consequently, many staff assignments reflect these sub-divisions. In common

with the statutory sector, the use of local government boundaries, whilst convenient and effective in respect of liaison and grant-aid, can lead to imbalances in terms of territorial responsibility, population, and numbers of units. Similarly, too, considerable divergences in practice can be discerned between adjacent areas, only some of which are the product of policy decisions or of response to local need.

4.20 This is partly because accountability of officers in the voluntary sector is rather complex. Firstly, some staff are responsible both to individual post-holders and to various committees; secondly, in many organisations, counties and local associations are regarded as autonomous, yet are, at the same time, guided by the initiatives of national officers; and thirdly, the presence of paid staff can compound the situation because of the extra time they are able to put in as compared with their part-time voluntary colleagues. It is noticeable, however, that personnel within the various bodies are aware of these issues and have a comprehensive appreciation of what is required. For example, although headquarters staff have no constitutional right to impose their views or direct other personnel, it is normal for them to receive ready support and cooperation in the field.

4.21 Full-time LEA youth workers largely discharge their contractual responsibility to the Director of Education or area education officers through the designated youth officer. In one LEA it is impracticable for the lone county youth adviser to cover all staff, so the adult and community advisers also operate in a pastoral capacity and the assistant director tends to assume a more direct managerial function. Full-time field workers in the voluntary sector, on the other hand, are more likely to be directly responsible to a local management committee with national or area officers of the organisations assuming a less direct advisory function.

4.22 LEA staff in charge of part-time clubs mostly work under area officers, but some authorities have, in whole or in part, adopted a neighbourhood system whereby part-time, and some full-time, leaders relate first to a senior full-time worker. This concept is found to be less sound in areas of scattered part-time provision where it can result in part-time staff becoming too isolated from the officers. Nevertheless, where some full-time staff have a clearly defined area brief, there are potential advantages if the role is fully developed.

4.23 This is the position in some voluntary organisations. The Guides and Scouts, for example, are deliberately structured in order that commissioners, advisers and consultants may offer continuous support and, where necessary, assistance to the units under their aegis. A similar approach is adopted by many other organisations with field officers, including the WAYC which, of all the bodies included in the survey, has the least authority over its independent member groups but manages to relate meaningfully to each one.

4.24 Administrative staff also have a place in the structure, especially in the most populous counties where there are not simply one or two support staff assisting officers centrally or in outposts but sections with delegated responsibility for most administration. The inclusion of administrative and secretarial support in the structures provided by mainly voluntary organisations (Table 5) is an indication of the importance attached to their contribution and its effect on officer and field staff performance. There are signs that inadequate administrative support to officers and field workers, in the statutory sector especially, places upon them burdens which detract from their primary functions. Conversely it is reported that the additional efforts put in by so many clerical and caretaking staff constitute a much appreciated bonus. (Table 6 shows the

categories and numbers of administrative and ancillary staff in the LEA Youth Services).

Management

4.25 The cohesion of a system composed of many levels and possibly hundreds of dissimilar institutions and practitioners relies on effective communication. Most voluntary organisations produce comprehensive, usually commercially printed, handbooks and guidelines, some emanating from parent bodies (for example, the uniformed organisations), others (such as that from the WAYC) issued annually. These, in common with annual reports, are usually attractive and informative on matters of practice as well as regulations. They exemplify the potential of written material as a vehicle for public relations as well as one way of maintaining morale and a feeling of belonging amongst those involved.

4.26 The means of written communication in the statutory sector are many and the quality of the product is rather more variable. Clwyd and Mid Glamorgan have well produced regulations and instructions and, in common with Powys and West Glamorgan, print directories of staff and issue events programmes. South Glamorgan incorporates all such information in an omnibus handbook which also includes details of non-LEA events, facilities and services.

4.27 In both the statutory and voluntary services this often quite elaborate literature is supplemented by information sheets on events and training and by regular circulars from officers. Of particular interest are the newsletters, the leaders' packs and other publications which help to keep readers abreast of developments and to promulgate good practice. In addition, four LEAs and some voluntary organisations hold central pools of local, national and UK information and literature to which staff may refer. Despite this, throughout Wales, too few staff are acquainted with national publications and resources or well informed about practice elsewhere. Although this deficiency is not easily remedied, it requires attention.

4.28 There is much to admire in the procedures adopted and in the administrative efficiency achieved in parts of the service, but an impression remains of the youth service as one in which the tendency to administer what exists, rather than to appraise the fundamentals of management, is potent.

4.29 In the statutory service particularly, there is too little evidence of systematic long- and short-term planning and too many cases of vitally important decisions, about resourcing and staffing particularly, being made with little apparent appreciation of the consequences for other elements of the service. This has led to situations where development is largely ad hoc. Many current emphases are as much by way of reaction to financial constraints as they are the outcome of a consideration of priorities in response to changing needs.

4.30 Inspection also points, on the one hand, to lack of clear objectives, a sense of direction, an overall framework, coordination, or expectations about roles and practice and, on the other hand, to an over-emphasis on bureaucratic procedures which inhibit capacity for change or slow down attempts to respond. Moreover, LEA youth services are restrained by the moulds of their parent departments, by due process and by external pressures. Yet, the officers concerned acknowledge that securing recognition and understanding of the youth service by the rest of the system is a prerequisite to progress. This highlights further the need for improved management processes if the service is to maximise its potential.

4.31 A similar challenge is faced by voluntary organisations. In theory, their clear philosophical roots and their single-purpose institutional base should make it

easier for them to be flexible and spontaneous in their response to need. In practice, this is not always the case. Sometimes tradition and unquestioned assumptions can be serious impediments to change and to the furtherance of certain necessary management functions.

4.32 In both sectors, attempts are made to involve staff in decision-making. In the LEAs, senior (youth) officers are present when major issues are determined at committee. Other youth officers are normally included in discussion. As a result, substantial changes are rarely made unilaterally, without at least area officer advice. These officers, in their turn, try to ensure that the opinions of field workers are canvassed and heeded. This usually happens at meetings of full-time youth workers which cover items such as administration, finance, rationalisation, current issues, programmes and training. The same applies, but less frequently, where part-time staff gather together, often with full-time LEA and various voluntary colleagues, and usually to make arrangements about joint activities, events, competitions or, increasingly, training. But, although many of these meetings are seen as invaluable forums for the exchange of views, there are indications that consultation in several authorities is enacted more as confirmation of action already taken than as exploration prior to decision. There are signs, also, that lack of information and involvement can produce negative reactions. This is unfortunate in a service where most decisions affect field work possibilities and where service and practice goals require to be kept in parallel. Furthermore, although there will always be proper limits, a service which aspires to enable participation by young people should, perhaps, be asking itself questions about its own adequacy in this respect.

4.33 The voluntary sector is not immune to such difficulties, but, as many organisational and staff structures (Tables 2 and 5) are almost indivisible or represent a close match, there is less of a dichotomy between those who make decisions and those who implement them. Staff of one kind or another are in the majority on many committees and, in some cases, sub-committees or project monitoring groups are almost exclusively composed of staff. There are also meetings of staff teams where the decisions taken do not necessarily prescribe for county committees or federations, but may influence their thinking. However, even though many management styles are, in essence, participatory, there are instances of decisions tending to be taken at a higher level, with or without consultation, and only later permeating the organisation. This sometimes militates against change being wrought from below and can create an undue gap between headquarters and units—a symptom not unfamiliar on the statutory scene. There are essential differences, however. Firstly, because many voluntary organisations are such large scale concerns, staff in units do not usually anticipate a situation other than the one of semi-autonomy. Secondly, personnel, nearly all of whom work entirely voluntarily, are generally content and secure. This is probably because, in most if not all cases, their roles and purposes are clear. They feel they know where they stand in relation to the whole, they enjoy status from this, and they are assured that their contribution is valued.

4.34 Considerably less certainty about their role and worth is to be encountered amongst staff in the statutory service. This seems, partly, to derive from the modes of decision-making already described, but appears as much to do with insufficient attention being accorded their assignments and their personal or centre goals. Few youth workers are expected to articulate their aims, and staff in many authorities feel that empathetic interest in their work and problems and feedback on performance is lacking. Yet, paradoxically, because these staff espouse professional values, including that of autonomy, they show themselves resistant to the sort of relationships which are needed if the system is to operate

in a responsive and creative way. Instead, they speak of a team approach which is valid if it connotes recognition that there are different functions to be performed and different skills to be utilised, but is less appropriate if it contributes to lack of clarity of role and if it inhibits staff development initiatives of the kind so many are advocating (see also Chapter 7).

4.35 Both sectors engage in some monitoring of work at unit level, by means of officer visits, leader reports and club returns, and in reappraisals focussed on the allocation of part-time youth workers. However, systematic evaluation of the service, in whole or in part, does not occur and the yardsticks which are applied (numbers attending, events or awards won, usage of building, for instance) are not necessarily the most appropriate. While youth work may not be amenable to traditional forms of measure, the wide divergence in the quality of practice (Chapters 10, 11 and 12) suggests it is essential to establish criteria against which practice can be continuously appraised. It is important, too, for those in charge of the service(s) to be aware of the ways in which their expectations, ideas and attitudes are made manifest and the norms of a youth service established, and to use these channels knowingly and imaginatively.

4.36 The management of the youth service by no means stands alone as a subject for improvement, but it could be argued that both sectors have as much need as any other providers of education to reconsider their aims, approaches and priorities in the light of changing needs, to clarify and promulgate their expectations, and to engage in monitoring and evaluation of practice. A few voluntary and statutory examples in Wales, including two which have recently undertaken searching reviews of their managerial approaches, demonstrate that energetic management pays dividends, not least in terms of an improvement in the quality of work provided for young people.

5. FINANCE

5.1 In 1980/81 LEA expenditure on the youth service in Wales totalled £4,723,957—approximately one per cent of the education budget and £1.80 per head of the population.[4] Analysis (Table 7) reveals wide variations in per capita expenditure ranging in the rural authorities from 75p to £3.70 and in the urban between £1.65 and £2.40. This unevenness of distribution, which is the product of past developmental factors, the nature of present provision, and the place afforded the youth service in a difficult financial climate, leaves unanswered questions about the relationship between expenditure and current needs.

5.2 The majority of LEAs have, in recent years, sought alternative sources of funding[5] to support work within the youth service. Unfortunately, not all LEAs have been well placed to take advantage of these schemes and the influx of funds has, if anything, emphasised the inequality of resources.

5.3 Table 8 reveals a measure of similarity in the application of monies under budget heads. All authorities apply the major share of their resources (an average of 62 per cent) to personnel. Overall, full-time workers take up 16 per cent and part-time workers 30.5 per cent. Only Dyfed has a greater investment in full-time than part-time staff, while Gwynedd invests 24.5 per cent more in part-timers. The mainly urban South Glamorgan has a more nearly equal full-time/part-time distribution. The average allocation for officers is 5.5 per cent, the highest

[4] The notes under Table 7 explain the basis of the expenditure figures used.

[5] These include the Manpower Services Commission (MSC), the EEC, the Development Board for Rural Wales, the Sports Council, the Arts Council, the Prince's Trust and the Jubilee Trusts, and Urban Aid.

percentage, Gwynedd—12 per cent, occurring where there is more scattered provision and the lowest, South Glamorgan—1.5 per cent, in the most compact authority. The priority given to staff is not reflected in the amounts applied to training (an average of 0.35 per cent), a noticeably vulnerable area of the budget. The 20 per cent spent on premises, supplies and establishment expenses is consistent with the emphasis on geographical coverage and maintaining existing provision. Nevertheless, some authorities have served notice of their expectation that monies raised from subscriptions, discos, coffee bar, games machines and special efforts, and formerly deployed at the discretion of a centre or club, will be used to subsidise premises and to meet staffing costs.

5.4 Another significant area is the LEA contribution to the voluntary youth services. Here, although the mean is 11.9 per cent of the total expenditure, the percentage is substantially higher in rural authorities with a traditional commitment to voluntaryism. There is no reliable match between the numbers or membership of voluntary units and the size of the LEA grant (Table 17). In 1980/81 only Gwynedd and South Glamorgan grant-aided voluntary capital projects, otherwise (Table 9) financial assistance follows similar categories but shows differences of degree. Grants towards salaries of full-time staff range between 50 per cent and 100 per cent: some are based on deficit, most on annual salary and expenses. Increasingly, ceilings are being imposed on the amounts given. Five authorities pay 100 per cent of the fees of part-time staff in approved locations and two a percentage according to the qualifications of the individual appointee. Help with specific running expenses (such as rent, heat, maintenance, equipment and caretaking) has been reduced and shows wide variations (0 per cent — 75 per cent of the amounts involved). In all authorities, numerous voluntary youth groups enjoy free or subsidised use of county premises and many receive considerable assistance from various LEA staff. Application for grant towards the cost of attending for training is, where available, open to leaders of both LEA and voluntary organisations and all young people. Again, the LEA contribution varies, in this case not only as regards percentages but with category of grant, course and personnel. In six LEAs, all types of grant-aid have been consolidated into a block grant towards county administration (usually to Scouts and Guides, but sometimes to the St John Ambulance Brigade and the Red Cross) which the voluntary organisation's county body utilises at its discretion.

5.5 No examination of expenditure can ignore the effect of cuts and illustrations of their impact on the fabric of the service will be found in the report. Pruning of the service has been taking place in some LEAs since 1976 and, in that time, many planned developments have been reversed. Comparisons of expenditure (Tables 10 and 11) demonstrate that, although seven authorities enlarged their youth service budgets in 1980/81, most increases did not meet the rate of inflation. However, Gwent and South Glamorgan improved their spending in real terms.

5.6 Most LEA contributions to the work of voluntary organisations are applied to the county or district body or to units[6] but, at every level of their operation, voluntary youth organisations rely heavily on monies raised by voluntary effort and membership subscriptions. Whilst facing many difficulties associated with increasing costs and diminishing financial support from traditional sources such as industry, charitable trusts, benefactors and fund raising events, the majority manage to balance their accounts. Some organisations have considerable assets and an ability to attract finance from parents and the public generally, but others

[6] An exception is the Duke of Edinburgh's Award Scheme to which LEAs contribute a levy based on population figures or the number of new entrants.

remain less able to secure outside support or feel they are reaching the limits of their capacity to do so.

5.7 As each voluntary sector unit is virtually autonomous with a committee responsible for finances, fund-raising is an accepted part of the programme involving members, the committee and the local community. Amounts paid by individual members of organisations vary considerably from unit to unit, with annual subscriptions ranging from £1 to £10 and evening attendance fees from 5p to 25p. On average, members' payments meet less than 50 per cent of a group's running costs — consistently less where the unit maintains its own premises.

5.8 Membership fees have been increased considerably over the last five years to meet rising costs within units and charges from county federations and national headquarters. Annual levies, related to numbers, help finance the organisation's headquarters and staff, its county federations, national competitions and events, and its various training programmes (Table 12). Even so, paid organisers are feeling the need to devote a sizeable amount of their time to raising money to finance headquarters operations even though their professional expertise is needed to develop work in the field. Although it is open to voluntary organisations to promote MSC projects and, if supported by a local authority, to apply for Urban Aid, few have done so.

5.9 Nine Welsh organisations received a grant from the Welsh Office to support their headquarters operations in 1980/81 (Table 13) and two others — the Boys' Brigade and Sgowtiaid Cymru who have each established a headquarters in Wales — have since become similarly supported. In addition, the Council for Wales of Voluntary Youth Services (CWVYS) is almost entirely dependent on Welsh Office support. The majority of the other voluntary youth organisations with a presence in Wales receive headquarters grants from the DES to support their activities on an England/Wales basis.

5.10 Organisations in receipt of a headquarters grant may apply for a 'development' or an 'experimental' grant for youth work of "an innovatory nature and beneficial to the youth service as a whole". Welsh Office expenditure under all these grant heads totalled £195,000 in 1980/81 (Table 13). Representative of current projects are the development of work with young people aged 16+ (sponsored by CWVYS), the employment of an officer to develop bilingual activity within the Young Farmers' movement, and the (DES/WO funded) evaluation of an inter-agency approach to youth and community work in an area of Cardiff. Occasionally Welsh Office resources are made available for more specific purposes — for example, to mark the International Year of the Disabled Person and the International Year of Youth.

5.11 Local voluntary capital building schemes are eligible for a 50 per cent Welsh Office grant, provided that the LEA contributes 25 per cent. National and regional building programmes are not contingent upon an LEA contribution and the normal level of Welsh Office funding is 45 per cent. Details of the categories and levels of Welsh Office grants to capital projects with a youth/community work dimension are in Table 14.

5.12 Recently, in both statutory and voluntary sectors, there has been evidence of a more flexible approach in the deployment of resources. However, instances remain of traditional budget heads and allocations which do not respond to changing needs and of resources not being used to best advantage. More methodical monitoring would help issues of this kind to be recognised and addressed.

6. FACILITIES

Extent

6.1 In Wales in 1980/81 there was a total of 501 LEA youth centres/clubs,[7] 67 full-time[8] and 434 part-time.[9] The criteria for their establishment and location are based on youth population and perceived social and economic needs, with priority given to 'high risk' areas such as large local authority housing estates. Over time, however, most LEAs have sought to provide comprehensive coverage: indeed, in the interest of equity, the policy of the old county of Glamorgan was to establish similar youth provision for each district. Current developments are strongly linked with social and economic deprivation. For example, two centres in Clwyd have been extended to full-time to cope with the needs of the unemployed and two Urban Aid assisted centres in Gwynedd were proposed partly for the same reason.

6.2 Many other factors impinge upon decisions. All authorities take other local provision into consideration and responsibility for numerous units was assumed by LEAs when voluntary leaders or managers were no longer able to sustain them. Local pressure can also influence provision, preference being given to those communities which demonstrate support and initiative. Numerous full-time centres came into being because premises became available or because new school, community or leisure facilities were being planned in a district, rather than purely for reasons of youth need.

6.3 Despite like criteria and the common goal of geographical coverage, different patterns of provision have emerged. The centres in urban South Wales are founded in neighbourhoods and intended to serve the immediate vicinity with the result that in Mid, South and West Glamorgan there is one centre per 5 to 6½ square miles. There is less similarity of approach amongst the scattered urban and the more rural counties. Clwyd and Gwynedd, especially, have aimed at provision for urban neighbourhoods and individual rural communities but in Dyfed development has been focussed on the main centres of population with the intention that these should serve the surrounding catchment area.

6.4 The implications of these differences in distribution can be seen graphically (maps are contained in the appendix) or interpreted statistically (Table 15). For example, Clwyd and Gwynedd have an LEA unit to every 9 and 12.5 square miles repectively and Dyfed averages one LEA club to every 53 square miles. The concentration of population and greater ease of communication in urban areas results in a ratio of premises to youth population of between one to 1,000 in the valleys of Mid Glamorgan and one to 2,016 in South Glamorgan. With one exception, the ratio is higher in rural districts—one to 493 (Powys), one to 543 (Clwyd) and one to 254 (Gwynedd).

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[7] Within the youth service, the term 'centre' usually applies to a building which both houses a youth club and provides facilities for other youth and community groups in the district and the word 'club' is associated with an organisation, full- or part-time. 'Unit' is also used as a generic term for centres, clubs and other forms of youth group.

[8] Full-time centres are taken to be those where the building is used primarily for youth purposes, open for youth work on at least four evenings a week and staffed by one or more full-time youth workers. By this definition, the clubs in Dyfed and Gwent which operate as part of FE or Community Centres, Community Colleges or Leisure Centres are part-time despite their location in full-time community education or leisure premises.

[9] Since 1980/81 there have been fluctuations, the most notable changes being five extra part-time clubs in Gwent and the conversion of a part-time club to a full-time in both Powys and Clwyd.

6.5 The 44 voluntary youth organisations operating in Wales comprised 6,515 units[10] in 1980/81 (Table 16). Both their number and distribution were and are affected by national initiatives or local response but, substantially also, by urban and industrial growth, the church, rural activities or the incidence of Welsh speaking communities and groups. Figures in Table 17 afford some interesting examples of these influences on voluntary youth work in Wales. Boys' clubs exist mainly in the industrial valleys of South Wales, although expansion elsewhere is now planned; the number of Presbyterian Church youth groups in Gwynedd and Clwyd reflects the position of the church in those counties; the Young Farmers' Clubs of Wales is a largely rural organisation with over half of its units in Dyfed and Powys; and Urdd Gobaith Cymru can be seen to be strongest in Welsh first language or bilingual areas. The overall results are an uneven distribution within each organisation and a voluntary service more widespread in rural Wales than in the more densely populated areas of the south-east.

6.6 It is frequently implied that, taking statutory and voluntary provision together, some youth activity is available for, or accessible to, the young people of almost every settlement. This is not the case. In urban areas, for example, some neighbourhoods have ample and various provision whereas nearby districts are, by comparison, neglected. In some instances also most youth work within a locality occurs on the same night, leaving the rest of the week devoid of activity. Many providers are aware of these inequalities and some voluntary organisations in particular are making creditable efforts — through redistribution of resources or specially funded development projects for example — to redress the balance. Nevertheless, there is scope for review and more systematic joint planning by both statutory and voluntary bodies.

6.7 Apart from single activity groups and some provision for older age groups such as the Venture Scouts or Aelwydydd yr Urdd, almost without exception units have very localised catchment areas. This suggests that, in outlying or rural districts where public transport is non-existent or costs are high, special measures are required to safeguard local youth groups or to explore other modes of provision. Clearly, too, there is scope for larger, or more specialist, centres to become a catalyst of activity and a resource of facilities, equipment and expertise for smaller units in the area.

6.8 In these regards, there may be lessons to be learned from findings about membership in LEA centres and clubs (Table 39). On average, rural units appear to have a higher proportion of the 13+ age group in membership than those in urban LEAs. Among the more rural counties, two which have a favourable ratio of units per area and per youth population (Table 15) and provide separate institutions for youth work based in individual communities have larger numbers attending overall than an authority which serves only the main centres of population and where units are contained within FE or community centres.

Nature

6.9 Premises used by LEA youth organisations can be divided into two broad categories: those which are youth centre buildings as such and those which have other primary purposes but serve as the bases of youth clubs. Table 18 reveals that 66 purpose-built premises are on independent sites, 19 on primary school

[10] This figure includes LEA centres and clubs, already counted, which are affiliated to the Welsh Association of Youth Clubs and some single activity groups (mainly for football or boxing) which are attached to the Boys' Clubs of Wales. Totals within some categories are not reliable.

grounds and 38 on secondary school campuses. The majority are the result of capital development programmes from the post-Albermarle period (1961 onwards) to the late 1970s. Initially, the vogue was for youth work to be separate from other educational provision but, with the reorganisation of secondary education, it became usual in the old Glamorgan and the City of Cardiff to consider locating youth centres on school sites and to anticipate youth use of school facilities. The replacement of old primary schools and secondary reorganisation led to suitable educational buildings becoming vacant, and several counties have utilised these (42) and other redundant establishments (24) for youth purposes.

6.10 Many clubs use premises with no specially designed youth area. These are mainly community or village halls (88), secondary schools (39) and primary schools (95). Club use of primary schools is greater in rural areas and on the edges of urban districts where there are fewer, if any, alternative meeting places. Others occupying appropriately designed areas in schools (26), in LEA community or FE centres (32), in leisure centres (5) or in community/village halls (17) reflect county policies. Gwynedd and Powys, in grant-aiding community capital projects, envisage a dual purpose, and Gwynedd, when approving annual grants towards overheads, makes stipulations safe-guarding use by the local LEA youth club.

6.11 Dyfed's provision has developed from the Pembrokeshire scheme under which former youth premises and former schools were transposed into Further Education Centres offering integrated community education opportunities. The Mid Glamorgan policy is beginning to move in this direction. Since local government reorganisation in Gwent, the county's intentions to provide premises for youth work have become merged with the provision of leisure facilities based on secondary school sites and provided jointly with district councils.[11]

6.12 It has long been argued by some that the educational objectives of schools are better served by their closer relationship with the community and that educational buildings, which represent a considerable public investment, should be used as fully as possible. This thinking is beginning to find a place in the policies of several authorities. In Gwynedd, 12 youth clubs meet in community primary schools where the LEA, the LEA and district council or a local voluntary association with capital grant assistance have provided additional community facilities. Most LEAs have examples of schools developing a community dimension and community education or leisure usage, sometimes extended with help from District Councils, in which youth work has a place. In some of these locations a lower priority tends to be given to the needs of young people than to those of other groups, and opportunities for integrated activities are often overlooked. These tendencies should be guarded against if joint provision is to be properly exploited.

6.13 Ten voluntary organisations work from headquarters premises owned by them. The WAYC occupies leased premises in the centre of Cardiff, while the Girls' Venture Corps has no separate headquarters but conducts its activities from the homes of its officers. The BCW and the Presbyterian Church Youth Council are based at their residential centres at St Athan and Bala respectively and the Provincial Youth Council shares premises with the Education Department of the Church in Wales in Penarth. Guides Cymru has an office above Cardiff's Scout and Guide Shop, and the Urdd has more extensive accommodation to house its

[11] 'Joint provision' is not, however, exclusive to this category or these partners: for example, the Mold Centre in Clwyd was funded by Education and Social Services; Caernarfon Youth Centre in Gwynedd is but one case of Urban Aid/LEA provision and Blaenau Ffestiniog Centre, also in Gwynedd, is an LEA, Social Services and Urban Aid project.

administrative and some of its commercial staff in Aberystwyth. The St John Ambulance Brigade occupies an old mansion to the north west of Cardiff and it is from there that its cadet activities are organised. As a joint venture with a college, the YFC has recently built a headquarters on the site of the Royal Welsh Show. The maintenance and running of this range of headquarters buildings, although aided by central government headquarters grants, are a drain on the finances of voluntary youth organisations. Additionally, many provide offices for their area organisers either through local federations or through the parent body.

6.14 The individual units of voluntary youth organisations operate in a wide variety of premises. The Scouts and Guides own a large number of their buildings, often used by more than one troop or company. Pre-Services organisations—for example the Army Cadet Force and Air Training Corps—tend to occupy buildings on sites owned by the Armed Services. Church youth groups use buildings owned by the Church, and specialist groups, such as St John Ambulance and Red Cross Cadets, meet in premises used by their adult counterparts and owned by the parent organisation. A majority of Boys' Clubs meet in their own buildings —often originally provided by Miners' Welfare Clubs in the industrial areas, or occasionally by steel companies. The YMCA operates almost totally within its own premises. However, by far the greatest number of voluntary youth units meets in schools and other educational establishments or, particularly in rural areas, in village halls and community centres.

6.15 The facilities for youth work vary greatly. The design of many purpose-built centres was influenced by Building Bulletin 20 (DES 1961) which advocated uninterrupted space or a series of spaces in accord with the then fashion for social/recreational youth work. This means that, while most LEA full-time centres have what might be described as a general social area (Table 19), they do not necessarily enjoy facilities to complement current styles of work. It is pleasing, therefore, to note the number of centres which, by their own efforts or through the youth opportunities programme, have sought to alter or add to this type of provision in order to make it a more adaptable tool for youth work.

6.16 On the whole, converted premises offer more versatile areas and a more appropriate atmosphere than those which are purpose-built but, on average, most activity facilities in LEA full-time buildings (Table 19) are for physical pursuits and art and craft. Not all centres see the need to create settings for activities other than sport but several contain other specialist facilities and equipment which are no longer used.

6.17 The amount of thought and effort given to creating a suitable ambience varies. In some units, every opportunity is used to involve members in decorating and taking a pride in their accommodation whilst, at the same time, aiming to achieve as high a standard of finish as possible: furnishings, decor and lighting are contrived to produce a sense of welcome, of homeliness or of sophistication. Skilfully mounted displays of artefacts produced by staff and members, photographs and cartoons of shared experiences, newspaper cuttings, commercial posters, activity instruction sheets or progress charts, together with items of specialist equipment, information about the unit's programme and, less frequently, news of community events enhance the appearance and appeal of some centres. Two of these also use plants and tropical fish to pleasing aesthetic effect and as a further means of engaging members' interest in their immediate environment. Another welcome innovation, mostly in premises used for day-time activity with the unemployed, is a reading area with a supply of newspapers, magazines and books, sometimes provided in cooperation with the library services. What is achieved in many of these respects by a large number of small

voluntary organisation units struggling with ageing premises and relying on donated furniture is an example to others.

6.18 In rather more clubs, mainly those in premises owned by LEAs, little effort appears to have been made. Some feel cold and impersonal largely because walls and noticeboards are bare and canteen areas are unused or unattractive. Others look scruffy, not only because of wear and tear, but because of lack of attention to detail which leaves furniture or equipment unmended, curtains dangling off hooks, paintwork peeling or notices ageing and torn. In a few places the conditions can only be described as deplorable: the fabric of the buildings, the equipment and the furnishings have been allowed to deteriorate to an unacceptable extent. A few centres have no equipment in a usable condition, piles of broken furniture, battered heating appliances and walls, an abundance of graffiti and other damage, and toilet areas with no seats, paper or doors to cubicles. Whilst such extreme conditions are found in only a small minority of clubs, it is apparent elsewhere that lack of continuous care over the years is taking its toll. There is no doubt that cutbacks in redecoration programmes, policies which debar self-help and slow response to maintenance requests are a major problem in some LEAs; it is equally clear that some centres are subjected to serious vandalism outside opening hours. Nevertheless, if progress is to be made, individual units must take their share of responsibility and work with the officers in seeking remedies.

6.19 It is the policy of some LEAs that school facilities, including swimming pools where available, be used to supplement those of centres. Without these additions, the facilities of many youth groups would be very limited. However, there are indications that levels of permitted access vary, that adult education occupancy sometimes precludes youth use and that certain facilities are often at some distance from the youth centre buildings. Indeed, in a number of school-based youth clubs, the available spaces are so scattered that no sense of a 'whole' can be achieved and staff and members appear to spend their evening wandering from one activity to another.

6.20 Notwithstanding these constraints, part-time units occupying areas in schools, community and leisure centres and halls are reasonably well endowed with a range of rooms which can be employed flexibly, and frequently have use of on-site specialist facilities. On the other hand, groups using other premises, particularly rural primary schools, often operate in circumstances which are less than ideal for youth work. Many have to function in only one room of unsuitable size and construction.

6.21 Overall, facilities in LEA part-time units (Table 20) bear no comparison with those in full-time ones. Many of the 93 per cent which have a general social area have that alone. Only 60 per cent have areas for physical activities indoors (around 50 per cent outdoors); only 39 per cent have an area which can be used for arts and crafts, and the percentages with room for other activities are substantially less.

6.22 Again, however, there is wide variation in the manner in which facilities are utilised. Some units, including those with very limiting circumstances, use furniture, equipment and portable noticeboards to vary the physical layout of a room, put up wall posters, create attractive refreshment tables and camouflage harsh lighting. Others seem to accept things as they are, however inhospitable to youth work the premises appear.

6.23 There are many difficulties inherent to shared accommodation. Equipment may have to be erected and removed on each occasion, storage space is often limited, and some groups are constricted by the property of other users. In addition, it is

disappointing to find in many cases that young people are admitted to premises on sufferance. Frequently, for example, adult meetings take precedence over regular youth use, and it is claimed that blame for mishaps is unequally apportioned and that certain youth ventures are forbidden by the managing body. These matters illustrate the tensions under which many units operate and the compromises which are sometimes necessary.

6.24 Whatever their nature, surprisingly few youth service premises are easy to find, externally well-lit or have any sort of name board. If young people are to be encouraged to attend and, in some cases, if supervision is to be simplified, these aspects merit attention.

6.25 Although it is possible to detail the equipment held by LEA youth units (Tables 21 and 22), it is less easy to generalise from the data. To a certain extent, equipment mirrors facilities: for example, nearly all full-time and 95 per cent of part-time units have some recreational equipment for activities such as table tennis, pool and darts.[12] But what is available is also a reflection of the interests of members and leaders of individual organisations and of financial realities. Not unexpectedly, the full-time centres have been better equipped by LEAs and seem able to attract funds to buy additional or replacement items. This is an increasing trend as less money has been available within central or grant-aid budgets. In some premises, where virtually every piece of furniture and equipment is bought from unit monies or as a result of fund-raising efforts, members treat 'their' facilities with great care. Of the part-time units, it is those in community or leisure premises and those with secured use of school equipment that fare the best. Small clubs operating in primary schools possess only basic items, and often have to utilise inappropriately sized furniture. Indeed, some units appear starved of resources.

6.26 A majority of LEAs have audio-visual aids and camping and outdoor activity equipment for loan or hire from a central or area pool. Two authorities have a minibus for hire by youth groups and elsewhere some full-time centre vehicles are used by neighbouring organisations. In places, the reprographic services of teachers' centres are available to youth workers. These additional resources are important in increasing the range of experiences available to young people.

Usage

6.27 The availability of units to young people (Table 23) is determined at county level. In 1980/81, the full-time centres in Clwyd, Gwynedd, Powys and South Glamorgan were open for 46 weeks a year, in Mid Glamorgan for 39 and in West Glamorgan for 35. Nightly sessions were of three hours' duration except in Mid and West Glamorgan (2½ hours). Part-time youth units show more variation, from 24 weeks per annum and a maximum of three hours a session to 40 weeks and three hours a session. Dyfed divides its year into three terms whereas Gwynedd concentrates all its sessions in the winter months in order to provide continuity during the periods of the year when, in its assessment, young people are in most need of youth service provision.

6.28 There are striking differences amongst authorities in the actual contact hours their youth service provision offers. For example, in Clwyd eight full-time centres provide 6,118 hours per annum and in South Glamorgan 18 full-time centres provide 13,100 hours per annum of evening opening. The 14 full-time centres in

[12] Since this information was supplied, there appears to have been a proliferation in the number of video recorders, pool tables, video games and amusement machines of the space invader kind, most of the latter provided on a hire basis.

West Glamorgan afford less than half this amount proportionately — that is, 4,900 hours at an average of 350 hours per annum for each full-time organisation. The variations in the availability of part-time LEA units are more readily associated with the nature of the service. For example, Gwent has no full-time centres but provides part-time organisations meeting twice or more each week,[13] at an average of 246 hours per annum. The Gwynedd provision, on the other hand, relies on smaller one-night-a-week clubs open for an average of 90 hours each year.

6.29 What these data demonstrate forcibly is the wide disparity in LEA youth service availability as between one community and another within Wales. As might be expected, the authorities which offer most hours of provision are among those with the highest percentages of young people in membership (see Table 39).

6.30 Of equal concern within the voluntary as well as the statutory service is whether the times, periods and regularity of opening are conducive to developmental work with young people. So many units within both sectors not only operate for a limited number of weeks but seem subject to long periods of inactivity (sometimes, for example, because school premises are not available during school holidays) and irregular closures or changes of arrangements. Reliability and security are words often used in describing the benefits of association with youth provision yet, on many occasions, young people are to be found waiting in the vicinity wondering whether the unit is operating and what the future arrangements are. There are questions here for providers to consider in addition to the broader issues of increased flexibility in opening times to accommodate day-time activity and the suitability for older members of centre opening hours which conclude at 9.00 pm or earlier.

6.31 Although day-time use of full-time facilities by young people is increasing in response to the needs of the unemployed, sessions continue to be taken up by other bodies. Table 24 gives usage by voluntary youth organisations and by community groups. Many of the centres on school sites are utilised by the schools for informal social activity, classes of less able pupils and sixth formers and, in instances where this is continuous, it tends to preclude community use and to exacerbate problems of upkeep. Conversely, despite efforts to maximise usage, several LEAs admit that some of their premises are under-used and that concurrent use by a variety of organisations and age groups is more an ideal than a practicality.

6.32 Some of the larger voluntary organisation premises—YMCAs for instance—are so extensively used by a variety of separate groups that they have become more akin to a collective than a single unit. Other buildings, including those owned by Boys' Clubs, have become the focal point for a number of independent users whose activities, usually sporting, are compatible with those of their host. Smaller facilities, such as those owned by scout or guide companies, are infrequently used by other bodies save the occasional play group, and are rarely shared with their counterparts. It seems that many misgivings surround the idea of such cooperation but one example of joint use in which scout and guide units are helping one another appears very harmonious.

Residential and Outdoor Education Centres

6.33 Some residential or outdoor education centres utilised by youth groups are LEA property and a few are run under the aegis of the LEA youth service. Table 25

[13] In Gwent, it is now the norm for senior youth clubs to meet three times a week and junior youth clubs to meet twice a week, both for 42 weeks of the year.

summarises these and their youth service usage, much of which is by out-county groups or voluntary organisations. Locations are shown on the maps in the Appendix. Broadly, there are two types of provision: residential centres suitable for courses and conferences of leaders and young people, and others built or converted as bases for outdoor education. Many of the latter are well appointed, some having resident staff in charge of specialist activities, while others are simply furnished and rely on self-programming and catering by user groups. A few youth services patronise their LEA residential or outdoor education centres only spasmodically, partly through apparent lack of member or leader interest but also because of costs. Elsewhere some centres are not available at weekends for reasons connected with the hours worked by the permanent staff. On the other hand, one authority has recently upgraded the accommodation and staffing at an outdoor centre in order to provide better for the needs of its youth groups and the young unemployed.

6.34 Many voluntary organisations in Wales own or lease premises for residential activities, voluntary adult training or outdoor pursuits. The number and capacity are substantial—as Table 26, which also notes nature and location, indicates. Facilities may be divided into a number of categories. In 1980/81 there were 50 youth hostels, eight camp sites, seven self-catering centres in various converted buildings, and eight larger centres which provided residential accommodation for between 40 and 150 young people.

6.35 All centres are suitably located to enable outdoor pursuits to be programmed, but two in particular—Abercrave, owned by the Boys' Clubs of Wales, and the Urdd Centre at Glanllyn, Bala — offer outdoor pursuits as a major facility. Broneirion, the Guide Training Centre at Llandinam in Powys, and the Presbyterian Church College at Bala are used mainly for guide training and church-based youth activities respectively but encourage use by other organisations as well. The Methodist centre at Fairbourne in Gwynedd is used largely by groups from units in England for senior member and youth leader training in addition to serving as a base for activity holidays, and the YMCA centre at Rhyl attracts a considerable number of holiday courses for members of YMCAs from England and Wales to supplement more specific training courses. The YMCA and the BCW run adjustment to industry courses in their centres and elsewhere. The Boys' Clubs, in particular, provide residential opportunities for 'under-privileged' young people, for those engaged in Intermediate Treatment schemes and, increasingly, as a component of MSC-sponsored youth training schemes.

6.36 Although it must be noted that occupancy at St Athan has increased since 1980/81, apart from the two Urdd Centres, which, in the main, provide language courses and opportunities for activity through the medium of Welsh for school and youth groups within the organisation, none of the centres listed operates at anywhere near full capacity and few achieve even 50 per cent occupancy. The situation is improving as a result of new youth training scheme initiatives but residential facilities still represent a considerable financial burden for the organisations concerned. Low occupancy necessarily results in higher charges and this, combined with increased travelling expenses, has an adverse effect on attendances even at camp sites. A victim of this situation was the YMCA Training College at Rhoose, which relied heavily on use by groups from England and was forced to close in 1980 as the cost of travel became prohibitive and the centre was no longer economically viable.

6.37 In order to keep the scope of this survey within reasonable bounds, inspection of residential centre facilities, as opposed to observation of residential experiences as a dimension of youth work, was allocated a lower priority. However, some

features should be mentioned. Although many centres remain purely functional, the majority, including those inherited in an austere state, have attractive decor and furnishings sometimes contributed to or designed by user groups. Broneirion, where every guide county has responsibility for a bedroom, is a successful example in this respect. Many centres contain displays, photographs and books which convey the essence of the activities undertaken and some have developed their grounds for environmental study. In some, however, there is little evidence of visual or other material to stimulate interest. Standards of dormitory accommodation differ widely, particularly as regards the amount of space afforded per sleeper. In the more crowded centres it is perhaps inevitable that bunks show signs of structural stress, that devising built-in storage for belongings tests the initiative of staff and that access to toilet facilities, particularly at night, is less than easy. Where, as in many smaller centres, one space serves as the dining room, lounge and social area, this places constraints on the development of group activities. In other situations the scope is vast. Overall, the efforts made to render buildings suitable for their primary purpose, to equip them, to maintain them and to achieve good standards of domestic upkeep are commendable.

7. STAFFING AND STAFF DEVELOPMENT

7.1 Staffing

7.1.1 In 1982 the staff complement of the youth services in Wales amounted to 87 full-time officers (24 in LEAs, 63 in voluntary organisations),[14] 186 full-time field workers (165 in the statutory sector, 21 in the voluntary), approximately 3,500 part-time employees (around 2,800 in LEA clubs/centres and 700 in voluntary units), and an estimated total of some 30,000 volunteers.

Officers

7.1.2 The distribution of LEA youth officers[15] ranges between one and six per authority and, as Table 27 shows, many have responsibilities in other fields of non-vocational education. Voluntary organisation officers, on the other hand, are involved almost exclusively in youth work but their numbers vary substantially (Table 28): most bodies have between one and five, but two (the Urdd and the YFC) have 24 and 13½ respectively.

7.1.3 Although frequently involved face-to-face with young people, officers in both sectors are principally concerned with organisation and management, offering professional support to staff and organisations, facilitating activity, development, and administration. The responsibilities and duties listed by them and their employers are extensive and complex, and Tables 29 and 30 plot these against the main elements of the roles.

7.1.4 Table 30 also reveals the work in which LEA county and area officers are most involved. Given that no single officer undertakes everything noted, there is considerable uniformity in the duties mentioned for each level. Also, similar work is undertaken in both urban and rural counties but, because of the composition of the service in rural areas, officers there give more weight to work with voluntary organisations than do their urban counterparts. Nevertheless, in some LEAs, there are wide differences in interpretation and

[14] Six LEA officer posts were cut between 1980 and 1983 (see Table 27); three additional officer posts were created in the BCW in the same period.

[15] The term officer is assumed to cover posts entitled adviser or organiser.

practice amongst officers operating at the same level.

7.1.5 It is clear that the major share of LEA officer time goes on organisation and administration, response to problems, and committee attendance as opposed to more professional and educational matters. Key functions, such as researching needs, stimulating responses, developing staff and evaluating provision and practice are not given the priority they merit.

7.1.6 Several reasons can be advanced for this. In relation to the volume of work and pressures put upon them by countless individuals within and outside the service, officer numbers are small and many have substantial responsibilities in other fields (see note (ii) Table 27). Recent financial cuts have aggravated the situation because a reduction in posts has increased the administrative load of those remaining and left some officers more seriously handicapped than previously by the absence of adequate clerical support. There have also been directives to curtail travel, and it has sometimes been necessary to spend time coping with changes in the service.

7.1.7 Furthermore, newly appointed officers, often promoted from youth work or teaching posts (Table 35), are placed in generalist roles which require of them a comprehensive range of managerial, communication, organisational and advisory skills. Although they have the guidance of a job description, these tend to be couched in phrases such as 'overall supervision of the service' and 'coordination' but do not indicate the actual tasks to be performed. It is of concern that there is no preparatory or in-service training nor any regular professional supervision of an individual officer's work to encourage a more effective interpretation of the role.

7.1.8 Where past absences of systematic monitoring, appraisal and staff supervision have been detrimental to work in the service, there is a particular need for review and redefinition of officer roles. Almost everywhere their work would benefit from a reassessment of priorities and a review of the purpose of some duties.

7.1.9 A minority of LEA officers are, however, exerting considerable influence on the quality of youth work. Revised job descriptions, induction, on-the-job training visits, regular individual and group sessions for supervision and discussions in meetings are being used to help field staff plan, evaluate and develop their work. Practice of this sort demonstrates how crucial the role of the officer is to the health of the youth service.

7.1.10 The work of the various officers in the voluntary sector is, also, of central importance to their organisations. Given the greater number and diversity of their roles, it is less easy to generalise about duties, but Table 30 provides an impression of the areas in which they are engaged. It shows that, notwithstanding a brief that is often more specific than that held by their LEA counterparts, most national officers are engaged in a demanding range of work. This is noticeably more the case where there are only one or two per organisation. Where there is a headquarters team, there is opportunity for specialisation. The regionally-based officers appear to have similar responsibilities to those of officers in the statutory sector but emphasis is placed upon giving support to federations or units, organising activities, and development.

7.1.11 In theory, they and their national colleagues have the potential to influence practice to a degree currently impracticable for LEA officers with generic roles, but this is not always realised. While it appears that many of the problems concerning perception of role and balanced use of time, particularly the heavy

load of administration, apply also to voluntary officers and for many of the same reasons, they have two additional and inherent difficulties to overcome. Firstly, in many respects, their authority base is tenuous; they have to rely on the goodwill of field officers or unit leaders if they are to make progress and to be wary, particularly in the more democratically run organisations, not to diminish the essential responsibility of others. Secondly, whatever their location, they operate at a considerable physical distance from most of the organisation's personnel and units and there is a danger of their becoming detached from the grass roots. The WAYC and the BCW are seeking to overcome this problem by the appointment of local part-time field workers.

7.1.12 It is pleasing to note the number of voluntary organisations which have recently undertaken reappraisals of the work of their officers. In some cases, this has resulted in new appointments or in improved job specifications. This action appears to have led to a more professional mode of operation which is beginning to demonstrate to other organisations that they, too, have considerable scope for improvement. Nevertheless, the question of appropriate staff development strategies, admittedly problematic where there are only a few staff, remains in need of attention throughout the voluntary sector in Wales.

Full-time Workers

7.1.13 Analysis of the full-time youth work posts (Tables 28, 31 and 32) reveals the wide variation in responsibilities and work undertaken by full-time personnel. Of the 165 employed in 1982, only 63 can be described as youth workers per se, a reduction of five on the 1980/81 position despite the injection of special funding. Although more staff are undertaking work in adult education and a few have assumed area duties, the functions of staff have not altered radically over the survey period. Some have had to adapt to a decrease in full-time or part-time assistance, others are finding their attentions directed to fund raising, and some are presiding over reduced provision.

7.1.14 A minority of the personnel (53) are centre-based youth workers whose posts, except those funded by MSC in response to the needs of the unemployed, were created in line with provision under capital or Urban Aid building programmes. Their primary role is leadership and organisation of a youth club with attendant responsibility for staff, the building and its usage, development, and administration, but most have some involvement with the community.

7.1.15 Furthermore, some act as adult education wardens and a proportion of those in two authorities undertake work with school pupils. There is evidence of some benefit accruing to young people through joint youth/adult activities, but the failure to exploit the school link is disappointing. It appears to be common for youth workers to teach the subject for which they were originally trained or to supervise the activities of pupils in the youth wing at lunch time. Only rarely are bridges built between the school curriculum and a youth centre programme by means of youth worker involvement in social education classes or an integrated approach to extra-curricular activities. The missed opportunity is particularly regrettable in one authority where, because there are full-time deputies in each youth centre, it is possible that more time could be directed to working cooperatively with the school.

7.1.16 Area Youth Organisers are expected to give priority to their centre work but to concern themselves also with provision for young people in the neighbourhood. At the moment, even where the arrangements are of long-standing, there are few examples of the role being developed in all its aspects. Senior Leaders, who also maintain responsibility for a youth centre and club, are responsible for the

work of the youth service in a district. These sorts of arrangement bring advantages in terms of a locally focussed and supported service. However, evidence from these examples must alert LEAs to monitor the effect on, and the outcomes of, both parts of the work, as well as the workers' use of time.

7.1.17 Some full-time youth workers come into a different category in that they are employed on a more specific brief. Currently there are 11 such LEA posts, all on limited term assignments financed through Urban Aid or the MSC. Three are in charge of centre-based projects, mainly developing work with the young unemployed, one is a youth and community counsellor and seven have been appointed, broadly, to work with young people in particular locations who may not be reached by other provision (see 11.3.2) .

7.1.18 Because so little of their work is capable of direct observation, for 'detached' workers such as these and for those who employ them, there are particular problems of isolation and terms of reference to be confronted. These have been recognised in the LEAs concerned by associating the workers with the local youth centre for the purposes of supportive supervision, general communication, and resource back up. This link is also intended to ensure that the individual has the opportunity to report regularly and have his or her efforts subjected to scrutiny. The more complex question of primary allegiance—to employer or community—which can arise when workers become involved in helping groups take action towards change and development also needs to be considered in the interests of all concerned. So far, perhaps because of the newness and short term nature of the majority of appointments, this dimension of accountability appears to have been neglected.

7.1.19 Two other full-time project workers are employed under Welsh Office Development Grants. One (within Guides Cymru) is devising methods of attracting adults to develop Guiding activities in areas where there are few leisure opportunities for girls. The other (employed by CWVYS) is identifying the needs of the 16+ age group in relation to the youth service, assessing the effectiveness of present provision in that respect, and developing new ideas and methods which can be adopted to meet the needs identified. Both projects are in their early stages, but indications from the written reports and from the advisory committees set up to administer and monitor the projects, are that progress is being made in the areas envisaged. Much is also being learned about development strategies and supervision of youth workers which will prove valuable to the service as a whole.

7.1.20 For all other full-time staff, youth work is but one facet of community education or 'leisure'. A few have direct responsibility for running youth activities but most retain what is termed oversight—that is discretionary rather than required involvement. It is apparent that composite roles lead to superficial levels of working with young people, many of the full-time staff not engaging with them at all.

7.1.21 The same danger occurs in the voluntary sector where nearly all the full-time centre workers are grant-aided YMCA general secretaries and where there is a requirement upon them to be closely involved with the youth membership. With notable exceptions, it appears all too easy for the incumbent to become embroiled in administering and supervising the total usage of the premises to the exclusion of youth leadership.

7.1.22 Most employers are not very precise as to their concept of the youth worker role. Job descriptions appear to assume understanding in clauses such as "to develop a service of social education leisure time activities" and "responsibility for administration and staffing", and concentrate instead upon background

information and upon lists of additional duties. Some LEAs offer more detail, for example: "organise all club activities"... "control club members"... "delegate appropriate duties to staff and supervise their execution". Two authorities, however, describe the expertise they envisage. One subdivides the tasks and supports these with explanations. Thus, in relation to area involvement, documentation not only speaks of the aim to provide a coordinated and comprehensive service, but illustrates the means by which this might be achieved.

7.1.23 The specifications of another address the fundamentals of the professional role, for example:

"...recruiting and supervising staff and making sure that they receive and benefit from on-the-job and in-service training schemes; conducting regular performance appraisals for staff";

"...organising activity programmes, visits and events in accordance with the needs and wishes of the members";

"...encouraging staff to innovate and experiment with projects which stimulate and extend young people and assist their personal and social development";

"...paying particular attention to the formulation of democratic procedures and preparing young people to understand and exercise their rights and responsibilities within the centre";

"...establishing an effective system of pastoral care and ensuring that members have easy access to advice within the centre and from other agencies";

"...ensuring that the youth centre becomes and is seen to become an integral part of the community by means of a two-way traffic of ideas, service and visits which facilitate communication and understanding between members and others in the community".

7.1.24 Such references anticipate that youth workers will interpret the needs of young people, determine modes of intervention, create a balanced curriculum, facilitate active involvement by young people, utilise and develop staff and form relationships with the community.

7.1.25 In Wales, there is a minority of practitioners who have developed these professional aspects of their role to a considerable degree. They display a real knowledge of their community and its young people and their needs; they appreciate the learning opportunities contained within youth work and explore how experiences might be evolved to match both needs and educational aims; they think about the styles, special interests and skills required in a staff team and recruit and deploy them accordingly; they also make their intentions clear and, through staff meetings and supervision of individuals, attempt to ensure that objectives and standards are shared by the team, that there is the opportunity to influence the content and quality of practice, and that individuals' training needs are assessed; they consider the ethos of the centre, its physical environment and the messages it conveys to members and to the world outside; they promote relationships with the community, with parallel facilities and with other agencies; they evaluate their work and that of the centre, and they display a capacity and flair for face-to-face work with young people.

7.1.26 Unfortunately, this practice is not common. Although there is room for greater precision in the framing of job descriptions and in the expectations placed on staff, many seem not to recognise that their roles have certain basic elements—working with young people, managing staff, developing the work of

the centre, and general organisation and administration—and that each requires their attention.

7.1.27 Too many full-time staff appear to be concerning themselves with tasks a point removed from practice. There are various causes of this. Some have roles of such breadth that, perhaps inevitably, they become totally absorbed with everyday pressures, others have area responsibilities which allow some abdication of club commitment, several cannot differentiate priorities and become absorbed with tasks which do not really require their professional expertise, many see their role in purely administrative terms, and a few seem to shy away from direct contact with young people.

7.1.28 The evidence of the survey is convincing, however: there is better quality youth work in progress where full-time members of staff, whatever their designation, are themselves taking the initiative and are fully involved. Where they are not, there are frequently symptoms, besides the youth programme itself, of the unit's failure to maximise its social education potential. For example, there are situations where, because roles are not adequately defined, members of the staff team either work independently or assume postures which distance them from young people; where, because it has been wrongly assumed that informal chats are as effective as staff meetings, there is variation in perceptions of purpose and in the standards applied, and where there is minimal understanding of the modes of intervention required in youth work.

Part-time Workers

7.1.29 Although the nomenclature varies, the types of part-time staff employed by LEAs in their full-time and part-time units or in grant-aided voluntary groups are as follows:

Leader/Warden in Charge
Deputy Leader/Warden
Assistant Leader/Warden
Instructor/Activity Leader

Not all authorities employ staff of every grade and there are additions or variations. For example, some LEAs have part-time day centre staff; Gwent has a supervisor rate; Clwyd also pays its secretaries of Area Youth Councils and has a 'Junior Leader' grade in order to provide senior members with a stepping stone into leadership; Powys differentiates between youth leaders in charge of a club and youth wardens also responsible for an independent building; and South Glamorgan has a choice of some 16 classifications including doormen and accompanists. In addition, some LEAs pay canteen assistants, but normally these are remunerated from club funds.

7.1.30 In 1980/81 a total of 304,030 part-time staff hours were worked (Table 33). Allocations are made to LEA and voluntary units according to frequency of opening, numbers attending, facilities and activities offered. With the exception of Clwyd which expects an activity input from all part-time staff and so does not isolate an instructor category, most LEAs show a leader/instructor divide. Overall, this resulted in 57.5 per cent of the hours being apportioned to leaders and 42.5 per cent to instructors. Mid Glamorgan allocated 67 per cent to instructors, whereas Powys gave 70 per cent to leaders.

7.1.31 Table 33 also shows that there were decreases in part-time staffing during 1980/81 in Clwyd, Mid Glamorgan and Dyfed. Dyfed also ceased to make payments for work in voluntary youth organisations and Mid Glamorgan made a

reduction in the amount of instructor hours available to that sector. The position has stabilised since, indeed revisions in one LEA have led to more leadership payments to voluntary units, but observations suggest that cuts have caused some reduction of activities and, in places, a shift in worker style from leadership towards supervision.

7.1.32 The part-time unit staff complement is usually a relatively fixed one within the available resources of the LEA. Recently, a number of steps have been taken to remove anomalies of allocation within authorities but wide variations in levels of staffing occur between LEAs even where directly comparable units are concerned. In some situations allocations appear to be realistically pitched, whereas elsewhere the one or two staff are seriously overstretched. This suggests that not all LEAs are sufficiently in touch with the implications of their centrally determined criteria or leave themselves enough leeway to provide extra assistance where necessary.

7.1.33 Many full-time workers, including those with oversight of an area, are given a block allocation which they may employ at their discretion. When well managed, this gives scope for new developments and a reordering of priorities. Moreover, it is the norm in some counties for some instructor monies to be reserved for central or district use. By this means one LEA is supplementing work with special need groups such as the unemployed.

7.1.34 Although full-time centres are supported by a varying complement of part-timers, most LEA clubs—432 in 1982/83—are in the charge of part-time staff. That they and their assistants are undertaking the major share of face-to-face work is recognised in one LEA in an induction booklet which stresses the importance both of relationships with young people and active involvement with them, and of fulfilling an educational role. Three authorities produce written job descriptions, but it is a matter of concern that, elsewhere, there is so little elucidation of the pedagogic and managerial nature of the work involved.

7.1.35 This is compounded where the direction and support afforded by the officer or area full-time youth worker to whom they are responsible are deficient. A number of paid staff in both sectors work alone or in pairs, often in difficult physical circumstances, and apparently in isolation. It is not surprising, therefore, that, in several instances, opportunities are being wasted because staff do not really know what they are trying to achieve, how to assess what range of experiences is desirable and feasible, how to construct a programme and a session, and how to utilise staff and facilities. On the other hand, there are many part-time workers who show considerable understanding of the needs of young people and their leadership role and who possess skill in organisation and in the management of staff.

7.1.36 Whatever their title, many part-time staff find it easier to work to a specific brief, and while there is much to commend an approach which engages staff with groups of young people, care must be taken to ensure that the social element of work is not neglected through too much specialisation. The quality of provision is enhanced where, as in successful full-time centres, a team philosophy and common aims have been established.

Volunteers

7.1.37 By its very nature, youth work requires of staff a commitment outside paid hours. It is encouraging, therefore, that many part-time paid staff have responded to cuts by increasing the amount of time worked on a voluntary basis. The idea of greater purely voluntary involvement in units appeals to all

LEAs but few take positive measures to encourage such assistance. Some claim that volunteers are incompatible with paid staff and some have the further disincentive of no insurance cover for unpaid helpers. Nevertheless, there are considerable numbers of volunteers within the LEA youth service undertaking roles as diverse as canteen helper and Duke of Edinburgh's Award Scheme instructor/assessor. The willingness of adults to share their skills with individuals or small groups within this and other award schemes serves as an illustration of the circumstances which need to be created if volunteers are to feel comfortable and willing to help. Other possibilities for development lie in the increased use of non-qualified adults and senior members to work alongside staff in coaching activities, and in adults with skills or hobbies being invited to undertake one-off demonstration sessions.

7.1.38 This happens to a considerable extent in the voluntary sector where by far the greatest number of units are staffed entirely by volunteers whose dedication is the mainstay of their organisation (see Table 34). However, voluntary units do find difficulty in recruiting help and care is needed in briefing newcomers and in giving them appropriate tasks to perform. A number of cases are reported of would-be helpers feeling overwhelmed by what they are asked to do and declining to continue. It is not unusual either for volunteers to feel the need for additional training.

7.1.39 Voluntary organisations are not unaware of these issues and a number of schemes have been devised. The Guides Cymru Development Project is addressing itself to the harnessing of volunteers and intends to increase the number and type of courses offered when a full-time training officer is appointed. The project has also demonstrated how part-time support for a full-time officer can render work more effective.

Experience, Qualifications, Conditions of Service and Deployment

7.1.40 There is a difference between the statutory and voluntary sectors as to what are regarded appropriate qualifications and experience for full-time appointments. LEA officers are expected to have a youth work or teaching background whereas, in voluntary organisations, officers are appointed more frequently on the basis of their performance and training in that, or occasionally, another movement. Academic and other qualifications are considered but are not necessarily of prime importance, indeed the WAYC and the YFC give more emphasis to the particular areas of knowlede, the skills and the attitudes which they seek. This results in a complement of officers with a considerable variety of backgrounds, including a substantial amount of time in industry or commerce (Table 36).

7.1.41 Qualifications required of applicants for most full-time worker positions are those of qualified youth leader or qualified teacher. Table 35 shows the national full-time staff force to be composed 20 per cent of qualified leaders and 68 per cent of qualified teachers, the number with experience of other sorts of work probably reflecting the mature student requirements of the Diploma in Youth and Community Work initial training agencies. Posts in two authorities are restricted to those of recognised teacher status and result in a force composed almost exclusively of staff recruited direct from teaching, with or without part-time youth work experience or training. It is possible that individual LEA services would benefit from a more balanced mix of backgrounds within their full-time teams.

7.1.42 All LEA full-time workers are required to undertake evening duties not

exceeding seven or eight a fortnight, but conditions of service vary according to role. The wide discrepancies in work load give cause for concern, particularly where the operation of the service has been reduced officially to as low as 24 weeks per annum, or where the advantage to be gained from a full-time deputy is not fully realised. It is possible that time could be put to more effective use were staff not so tied to buildings and habituated to morning and evening sessions. More flexibility could help remove some of the present constraints on the development of day-time programmes.

7.1.43 Tables 35 and 36 show the extended length of service of many full-time staff (10 years and more is not unusual) and point to the problem of career structures. This is so throughout youth work because the hierarchy, where one exists, has few grades, even where there is a senior leader or area organiser level, and because not all youth workers aspire to become officers. However, it is a particular issue in Wales. A relatively small number (22 per cent overall) have experience outside the Principality. Few would consider the possibility of seeking promotion other than in their immediate locality and few appear to think it possible to move from the statutory to the voluntary sector or vice versa. This static situation is difficult both for individuals and for employers who face such minimal staff turnover that the service does not benefit from the occasional stimulus someone joining from outside can bring. The staff turnover is higher in the voluntary organisations and notably at the field officer levels. Here, because of their previous experience, staff appear to move on easily both to allied professions and to completely different work.

7.1.44 For some part-time paid posts, Gwent and Mid Glamorgan require prior qualification, including that obtained through their own training schemes. South Glamorgan anticipates that candidates for appointment will either have received training or have enrolled prior to appointment. Clwyd and Mid Glamorgan make participation in training a condition of acceptance, and Gwynedd, which links payments to training, and Powys encourage enrolment. However, apart from those which are prescribed for particular activities, many LEAs do not insist on set qualifications and concentrate on finding people with an ability to relate to young people.

7.1.45 Recruitment is usually by word of mouth, school circular or newspaper advertisement and, in the case of instructors, from a county register or through the local specialist clubs which some full-time workers find to be helpful sources of advice. Absence of this sort of guidance can lead to reliance on instructors without the necessary competence.

7.1.46 There remains a preponderance of teachers amongst part-timers in post (60 per cent nationally and ranging from 30 per cent in some authorities to 75 per cent in others). Some LEAs are finding it difficult to obtain the services of men and some, especially in rural areas, frequently face the alternative of appointing someone of moderate suitability or closing the club. These trends and difficulties suggest there might be advantage in revising procedures in order to stimulate awareness of, and interest in, youth work amongst people in the locality of each club. One part-time youth work team, for example, comprises a clerk, a shop assistant, a housewife, a nurse, a teacher and a salesman, all of whom live in the neighbourhood and appear to have considerable advantage over commuters in terms of building relationships and gaining the community's confidence.

7.1.47 The remuneration for part-time staff was originally based on national scales but, faced with budget reductions and anxious to maintain levels of part-time staffing, most LEAs have frozen rates of pay, delayed increases or given token rises. Two have rearranged their bases of payment to effect lower rates and,

currently, only one automatically follows national recommendations. This has resulted in marked differences in pay among and within grades across the Principality.[16]

7.1.48 The introduction of more flexible approaches to part-time staff allocations might be beneficial. For example, short-term appointments for instructors would help inject variety into the programme and limited contracts for other part-time workers would help an appropriate balance of age, experience, continuity and variety to be maintained within an individual team. Authorities which make attendances a condition of instructor appointment need to be sure that they are not stultifying activities which could burgeon once an appointment is made.

7.1.49 At all levels in the full-time force (Tables 35 and 36) women are in a substantial minority: officer (statutory) 4 per cent; officer (voluntary) 27 per cent; full-time workers 11 per cent; voluntary staff overall 25 per cent; statutory staff overall 11 per cent. The social and economic reasons for this situation are well-known and understood, but it is necessary to note, too, that where women are employed it is often in deputy roles as opposed to those of leader in charge. The voluntary sector norm that trained experience within the organisation counts towards promotion enables more women to obtain posts and, indeed, to progress from member to voluntary leader to employee. The absence of qualification restrictions also results in women accounting for 42 per cent of the current part-time paid staff of the service and for a substantially higher percentage among voluntary staff. The likely significance of these balances lies in their enabling young people of both sexes to benefit from a wider variety of relationships with adults and from contact with a broader range of leadership skills than would otherwise be the case. Conversely, the male/female imbalance amongst the full-time staff represents something of an anachronism which, in the interests of the service, requires to be tackled, even if the causes are deep-rooted and the remedies hard-won.

7.2 Staff Development

7.2.1 There is apparent congruence about the purposes of training in the youth service, LEAs and voluntary organisations seeing it as concerned, primarily, with helping those who work with young people to prepare for their roles, update and expand their professional knowledge and skills, and better understand client needs. A few policy documents go further and speak, variously, of assisting youth workers to set their objectives, establish and implement appropriate programmes and management systems, and develop means of evaluation. Some voluntary bodies, notably the Guides, the Scouts and the YFC, have highly developed policies, processes and manuals which provide structure and offer guidelines for training at all levels within the organisation. The intentions of other voluntary and many statutory providers are less well defined.

7.2.2 Both sectors give priority to the training of part-time youth workers. Part-time newcomers to LEA work are usually introduced into their roles informally but, in Mid, South and West Glamorgan particularly, may receive items of induction training in introductory courses. Mid Glamorgan also provides a leaflet to help orientate those with other professional backgrounds to youth work methods.

[16] 1982/83 rates range between £4.78 and £9.37 per hour for leaders in charge; £4.44 and £6.60 per hour for deputies; £4.10 and £7.21 for assistants and £3.87 and £7.21 per hour for instructors.

Arrangements in some voluntary organisations emphasise induction processes rather more: not only is written information extensive but, for example, prospective Guiders undertake a six-week placement with another company and several existing Gateway Clubs involve themselves with the training of leaders to take over new clubs.

7.2.3 Stage 1[17] training for part-time youth workers, including volunteers, is available in most LEAs though some arrangements have been suspended temporarily. Most such courses span a six-month period (of evening meetings, residential weekends, day sessions and practical work placements) and, usually, comprise youth service information, study of adolescence, introduction to group work, consideration of leadership roles and problems, and investigation and discussion of issues facing young people. The majority of courses are well supported. Although in some authorities attendance is a prerequisite of appointment, there remains the urgent need in others to consider how part-time paid staff without youth work qualifications or previous training might be encouraged to enrol. Moreover, the training needs of youth workers appointed under MSC and Urban Aid schemes appear sometimes to be overlooked.

7.2.4 While the voluntary sector faces similar difficulties, the norms established in the uniformed organisations help put them in a strong position to involve their voluntary staff in introductory training. In addition, a few personnel of these and other voluntary groups are to be found attending LEA courses.

7.2.5 Beyond Stage 1 what is offered by LEAs for part-timers tends to be sporadic but is increasing in variety. Clwyd, Gwent, Gwynedd and Powys occasionally have modules which study areas of learning from Stage 1 in greater depth. This is complemented, in Clwyd, by biannual conferences which tackle current issues and, in five LEAs, by the opportunity to participate in specialist sessions such as mountain leadership, creative skills or minor games. West Glamorgan normally arranges one or two weekends annually in which experienced personnel debate themes and implications for action. Mid Glamorgan also organises a series of extension courses for staff undertaking various part-time roles which concentrate on job specifications and particular elements of youth work. This apart, recognition of the varying skills required of youth workers is not common in the statutory sector. It is, however, relatively widespread amongst voluntary organisations. For example, training for leaders in Gateway Clubs differentiates those in charge from other helpers in order to analyse aspects of the total role, including harnessing support and raising community awareness.

7.2.6 South Glamorgan and Gwynedd are experimenting with unit training which enables the staff of a club or centre to train as a group, drawing on outside expertise but concentrating on examining the work of the unit and developing strategies for action. Because of their focus and because such initiatives involve whole staff teams, they have the potential to bridge the gap which so frequently develops between training and practice.

7.2.7 A number of courses are mounted for the purpose of updating staff. Sometimes, as recently in the BCW, these are to develop general leadership expertise. More usually they are a response to requests for the exchange of ideas (for example, the CWVYS initiatives), to particular problems or to the need to keep abreast of emerging youth work concerns. Although many topical issues are included within other courses, some voluntary bodies and LEAs make

[17] These courses are largely based on the format suggested by the Bessey Report (1962) and commonly seek: to improve understanding of young people and of their growth and development as individuals and as members of their community; to help students acquire the skills to work with young people; and to increase students' appreciation of themselves and their potential. The qualification gained by successful completion is usually recognised by other LEAs.

separate arrangements. Mid Glamorgan, for instance, has recently instituted a three-stage research and development exercise on unemployment and possible youth services responses. There has been a tendency, however, to rely on external agencies to instigate inputs such as those on unemployment and working with girls. Although there are important benefits to be derived from such contact with national networks and the accumulated expertise of units from the NYB and the NAYC, there is a danger of their one-off training days reaching too few practitioners and remaining as isolated experiences which are neither communicated to colleagues nor translated into practice.

7.2.8 Three LEAs aim to secure the future leadership of the service through their junior leadership schemes and four run skills, topic and decision-making weekends for senior members. Several voluntary bodies (see Table 38) specialise in providing senior member/young leader courses, some of which provide the opportunity to probe issues through experimental methods while others are more specifically geared to work within the organisation.

7.2.9 Although much of the provision mentioned above can, and does, include full-time youth workers, they are less well provided for than their part-time colleagues. Apart from probationers, for whom necessary arrangements are made with varying degrees of diligence, most providers leave induction processes for full-time staff to chance or at the level of basic information. This remains the case even when appointees have no background or initial training in youth work. In-service opportunities are not numerous. Mid Glamorgan and South Glamorgan have an annual training conference; YMCA staff meet approximately monthly for training and other business; Gwent staff may enrol for two years' part-time study for the award of the Diploma in Higher Education (Adult Education, Leisure and Community Development); and South Glamorgan offers combined courses for youth, adult and community workers in general and management skills. Other courses are irregular and opportunities for full-time staff to attend out-county courses or to obtain secondment have, of late, been severely restricted. Perhaps because few have had the chance to attend externally organised courses connected with their main responsibilities, a number of full-time staff seek to acquire further qualifications through specific activities.

7.2.10 However, most staff are exposed to many constructive learning experiences in on-the-job contexts—through attending meetings, discussing with colleagues, advisory visits, tutoring courses, briefing other staff, for example. (Intrinsic input of this sort has been marked (✓) in the tables). Indeed, some officers are beginning to use their staff or area association meetings more for training sessions than for administration.

7.2.11 Generally, however, the emphasis on courses has led many LEAs and voluntary organisations to overlook the importance of alternative vehicles for staff training and development. Many contacts between youth officers and youth workers or between leaders in charge and their staff contain elements of supervision but, although some personnel are becoming sensitised to the need and the possibility, there is no evidence at present of managerial supervision being developed to help staff to flourish and the service to maximise its use of its most valuable resource. Indeed, although some voluntary organisations have made moves in that direction, LEAs have yet to evolve a coherent framework and procedure for staff development. Observation of practice suggests that urgent consideration needs to be given to ensuring that managerial supervision and training opportunities play a unified part in the development of skills and in the improvement of performance. Examples of good practice show that the service can be carried forward substantially when, by these means, staff are helped to

understand and give priority to the professional aspects of their roles.

7.2.12 A concomitant of such development is an extension of opportunities for officers. Their training needs, both on appointment and throughout their tenure, are paramount if they are to extend their management skills, make a greater impact upon policy and implement staff development strategies. There are some openings in the voluntary sector but, for the majority, what is offered is confined to Welsh Office Short Courses and to the discussion groups arising from these which have met to explore matters such as performance appraisal, management, public image/public relations, initiatives with the young unemployed and rural youth work. There are, however, occasions when, by chance, arrangements for other full-time staff coincide with officer requirements in the fields of staff deployment and management.

7.2.13 Planned delivery of skill-based inputs where there is a match between officer and youth worker needs can prove significant in terms of organisation as well as individual development and is, perhaps, one way of increasing officer training at a more local level. Another might be the closer association of officers with the courses run under their aegis so that they can more easily identify areas for follow-up during their everyday advisory work. This would also help reduce the feeling expressed by many workers that their training experiences appear to exist in a vacuum.

7.2.14 It merits note that the LEAs with the greater variety of training provision are those where one officer is responsible for the work or there is a committee or working party interest. In the voluntary sector, the existing or pending specialist appointments, the place given training in the job descriptions of field officers, and the number of training committees provide evidence of the priority attached to staff development.

7.2.15 Several LEAs have enlisted the help of other training agencies. The Gwynedd/Powys course is planned by a consortium and administered by the Faculty of Education at the University College of North Wales, Bangor. Other authorities utilise staff from their local institutes of higher education. It is possible, however, that links could be rendered more systematic particularly where the college concerned is a youth work initial training agency. Other trainers come largely from youth work or teaching backgrounds and many are, themselves, active part-time or full-time workers. Given the range of expertise required of them, it is regrettable that there has been only one 'training the trainers' opportunity recently.

7.2.16 Personnel from each sector attend courses run by the other but, even in the authorities which have statutory-voluntary coordinating teams, there is little evidence that common ground for training has been identified or that joint planning has been attempted. Similarly, while there is considerable youth worker involvement in courses run by allied services, inter-agency staff development ventures have tended to be limited to consideration of specific issues such as Intermediate Treatment.

7.2.17 At a time of changing needs and when many staff are being required to take on different roles and shoulder additional responsibilities, it could be argued that training assumes greater importance. Unfortunately, the programme in some LEAs has been pared down to such an extent that much current provision appears to lack range, flexibility and regularity, and to be no longer commensurate with the authorities' aims. Specifically, in a large rural county where courses could make a contribution to reducing youth workers' sense of isolation by providing them with contacts and support, there has been no youth worker training since 1976. Elsewhere, elements including the residential facility

have been reduced and charges have been increased or grant aid decreased. This has in turn affected what voluntary organisations can do.

7.2.18 Information obtained on training opportunities and staff development arrangements raises questions about objectives and their relationship to the roles performed; about how content, emphases and sequences are determined, and how methodology is decided; about appropriate levels, frequency and progression; about recruitment and selection procedures; about the transfer of learning from courses to practice, and about tutor selection, preparation and support. An HMI survey of training and staff development opportunities under the auspices of LEAs[18] is taking these issues into consideration.

[18] This exercise will include assessment of the work of the North East Wales Institute of Higher Education in the field of initial training and of the contribution of this and other higher education institutions to in-service training.

Part III

8. YOUTH WORK CONTEXTS AND CHARACTERISTICS

8.1 Youth work takes place in a variety of contexts and a catalogue of these and of the principal characteristics of the youth service constitutes an essential backcloth to description and discussion of practice.

8.2 Local clubs, either multi-purpose or emphasising a particular set of activities, are numerically the most common (approximately 3,600). The majority are voluntary organisations, some 900 operating under the aegis of a Church, around 1,550 (for example, Young Farmers' Clubs, Boys' Clubs, Gateway Clubs and Aelwydydd yr Urdd) within a federation, and over 200 running independently but supported by affiliation to an association such as the WAYC. Most of the 501 LEA youth organisations also fall into the club category.

8.3 Uniformed units, including 1,531 Guide Companies, 527 Scout Troops and 125 Church Brigades, figure prominently also. These are mostly single-sex groups, with provision for different age bands, which, with local variations, structure their programmes around the developmental training schemes of their parent organisations. The 250 pre-Services units which concentrate on activities relevant to the work of the armed forces form another set of uniformed groups.

8.4 There are also a number of all-age organisations which make special provision for young people. Some churches, for instance, in addition to the 'open' clubs and brigades mentioned above, have fellowships concentrating on spiritual and religious matters. About 500 units, including St John Ambulance and the British Red Cross, make provision to train cadets for the skills required in giving various forms of service.

8.5 In the voluntary sector especially, measures have been taken to cater for individual activities through such organisations as the Pony Clubs and the Marching Jazz Bands. Some larger centres, notably the YMCAs, house and guide a number of single-activity groups. This happens to a certain extent on the statutory side but it is often the case that, either by design or by chance, youth centres come to specialise in certain activities—sports or drama, for example. One LEA has established a youth arts centre to develop work in aspects of art, drama and music.

8.6 Several other contexts for youth work are designed to provide greater breadth in the experiences offered than can normally be present within any one unit. One, the Duke of Edinburgh's Award Scheme, works through operating authorities (LEAs, voluntary organisations, industry and the police, for example) into 'user units', including youth groups and schools, which, in turn, help young people towards an award.

8.7 Other initiatives in both the statutory and voluntary fields complement the work of units. Many are based on competition and include area and national events, festivals, exhibitions and eisteddfodau. Several enable young people to

participate as individuals or groups in overseas visits and exchanges, community service, theatre work, and residential experiences, including senior member training and outdoor education.

8.8 Most of the foregoing opportunities are available to a greater or lesser extent throughout Wales but some kinds of provision are less well represented. There is one young people's council composed of representatives of youth organisations in the district. A few projects, such as coffee bars and work with those aged over 16, are of limited term and operate with a more fluid constituency of young people than the usual club membership. Day-time drop-in centres, associated with rising unemployment and increasing in number recently, often run in a similar way and normally emphasise the counselling and enquiry service dimensions of youth work.

8.9 There are isolated examples of outreach work undertaken by detached workers, the staff of some drop-in centres or youth workers in order to make contact with young people not drawn to building-based provision. Work with young people in industry and self-help groups facilitated by an 'adult presence' are also to be found. However, a voluntary youth advice centre, struggling without a suitable base and unable to attract clients, suspended its activities during the period of the survey.

8.10 Heterogeneity of emphasis, style, scope, location and size is one of the youth service's major strengths in that it can afford opportunity for choice amongst the various forms. Notwithstanding this diversity, there are intrinsic features of youth service provision which characterise its contribution to personal and social education. In particular, the youth work setting is typified by voluntary involvement of young people, supportive relationships with adults, learning by doing and, usually, by a person-centred approach. Because the primary object of most practice, whether formally or informally mediated, is the personal and social growth of young people, what takes place is appropriately described as a process. The effectiveness of this process depends firstly on a network of relationships amongst the young people involved and between them and the adult workers, and secondly on a range of learning experiences. Some of these will occur naturally, several will be secured by means of other pursuits, more will be deliberately contrived. On the other hand, for most young people, the essence of youth service provision lies in its offering a place to go to, somewhere to meet friends and socialise, something to belong to, relaxation and enjoyment, and the opportunity to do things that would not otherwise be possible.

9. MEMBERSHIP

9.1 As shown in Table 39, approximately 47,000 young people in the 13 to 21 age range and 12,000 aged under 13 were listed as members of LEA centres and clubs in 1980/81. Returns for voluntary organisations for the previous year (Table 40) show a membership of some 278,000 young people of whom around 102,860 (37 per cent) were aged under 14, 169,580 (61 per cent) aged 14 to 21, and 5,560 (2 per cent) aged over 21. The total for the voluntary bodies included in the survey was 226,902. If these statistics can be relied upon, they mean that during the course of a year some two-thirds of young people in the 13 to under-21 age group in Wales are in touch with the youth service.

9.2 Membership details must, however, be regarded with caution. Units arrive at and present their figures in many ways. Some record only those who have paid an annual or termly subscription, others count everyone who attends whether or not

a nightly fee is charged and whether the users are regular or casual. A very few give instead an average nightly attendance which is estimated by youth officers to be between one- and two-thirds of the numbers on the books,and LEA centres may include members of affiliated groups or semi-independent special activity sessions. It must also be remembered that approximately half the organisations affiliated to the WAYC are LEA units, that the BCW also accepts these into membership, and that the Duke of Edinburgh's Award Scheme figures take no account of the estimated 40 per cent of new entrants, particularly at bronze level, who leave the scheme before gaining an award. Furthermore, observations suggest that, throughout the service, actual attendances fall substantially below membership totals and that the incidence of young people belonging to more than one organisation is significant, if unmeasured. Nevertheless, the information provided affords a basis for discussion.

9.3 On paper, LEAs seek to offer provision to all young people with implied emphasis on the 14 to 20 age group and discretion at the 11 to 13 and 21 to 25 margins. In practice, however, the age range appears to be 13 to under-21. Table 39 shows around 13 per cent of this age group to have been attending LEA provision in 1980/81, the percentages varying markedly between 6.5 per cent and 19.5 per cent. There is, however, a mismatch between stated age ranges and the young people using LEA institutions. Most members are aged 13 to under 17 with a preponderance of 14- to 15-year-olds. If these are expressed as a percentage of their age group, the range is between 10.5 per cent and 31.5 per cent.

9.4 There is less uniformity in the age ranges catered for by the voluntary sector. For example, the YFC includes 10- to 26-year-olds, the upper age limit of the Urdd is 25 even though the majority of units are based on primary schools, scouts and guides enlist at seven years of age, and most Gateway Clubs are for those aged over 16. However, in many organisations, members aged under 14 are in the majority (for example, 80 per cent of Guides and the Boys' Brigade; 70 per cent of Scouts) or represent a substantial minority (for example, around 25 to 30 per cent of the YMCA and WAYC). The proportion of members at the upper end of the scale is low with over-18-year-olds comprising no more than 10 per cent in most organisations, the exception being the YFC which has about 20 per cent in this category.

9.5 Over the last decade, there has been a drop in the average age of young people associating with both the statutory and voluntary youth services. The reasons advanced for this and for the fall in membership after 16 include earlier maturity, preference for the more sophisticated accommodation offered commercially, and the desire or necessity to engage in other social, work, educational or specialist club activity. Additionally, uniformed groups find it hard to overcome the tendency of many young people to drift away rather than move up to the next stage. On the other hand, several authorities and voluntary units report a recent upturn in membership, in part by those in the 16+ age group who have increased leisure time at their disposal yet find alternatives too expensive.

9.6 Nevertheless, the overall decline in older membership combined with the demand of the under-13s, has caused LEA staff attention also to be turned to the younger age group. Most full-time LEA centres run a junior club or section and some authorities have distinct part-time junior clubs. Many other part-time clubs, mainly in rural areas where there is a problem of numerical viability, include under-13s in their regular membership. This age group now represents some 20 per cent of the total membership of LEA units in Wales but, in some authorities, the percentage is much higher.

9.7 The age range adopted by LEAs was originally matched to young people's period

of transition from school to work and to adulthood. Some voluntary organisations pitched theirs to reflect their special purpose. The question of appropriate ages remains, however, unresolved by most providers. Many recognise that the intention to offer opportunities for all young people within a wide age band is not fully achievable but their approaches to the matter of target groups differ. A minority do not address the issue at all and simply concentrate on whichever young people wish to avail themselves of the service; others, whilst currently subscribing to this practice, are concerned about the differing needs of the under-13 and over-16 age groups. It is argued, on the one hand, that the foundations for social development can be better built at an early age and, on the other, that older young people require more help and support. What seems to confuse the issue and delay confirmation of priorities is the knowledge that, whereas the younger age group, including in some places small children, is pressing for attention, the older age group represents a considerable challenge to youth work practice.

9.8 It is apparent that attempts to cater for too wide an age range at the same time can be detrimental to social education objectives. In some statutory centres this problem has been partially overcome by voluntary initiatives, including junior clubs run by senior members or family sessions where parents share responsibility for their children. Another, as yet underdeveloped, way forward could come from increased statutory-voluntary collaboration, particularly at local level (see 6.6 and 13.1.4).

9.9 The other material fact highlighted by membership data is that the youth service caters for a far greater number of boys than girls. Overall figures for voluntary organisations divide 55 per cent and 45 per cent and details from one LEA show, for example, that in the 14 to 16 age group there are almost twice as many boy members as girls and, in the 17+ age group, four times as many. However, head counts during visits to the mixed units in the sample reveal an average attendance composed 73 per cent of boys and 27 per cent of girls. A few mixed youth clubs attract even fewer girls (under 10 per cent of the membership and between 0 per cent and 5 per cent on any one night) but their virtual absence appears sometimes to have passed unnoticed.

9.10 Indeed, it became clear in the course of the survey that very little analysis of membership or, for that matter, of young people not in membership is undertaken by most units. This is a pity, as details about the social background of members, their educational experience and ability, their expectations, their frequency of attendance and length of membership, as well as the extent of dual or multiple membership and the de facto catchment area, could produce useful indicators for discussion and development. It was found, for example, that, because of self- or community-imposed demarcation lines in cities and towns and a combination of village rivalry and transport problems in the country, membership of units in both urban and rural areas was drawn from within a much tighter radius than many providers or youth workers had supposed. Although membership returns are made periodically, it is rare to find any lessons being drawn in terms of youth work or of the need for recruitment drives, publicity or research. It was frequently argued that fewer members than might be expected in a given area enabled 'better' youth work to be undertaken. This was undoubtedly so in some units, particularly where there was a small staff complement. However, a detailed survey of one LEA youth service revealed that, in the main, the units which most fully reflected the size and socio-economic composition of the community were those whose programmes were more consciously educational, whereas the ones with intermittent attendance had a less structured approach and seemed tacitly to accept that only those from the middle to lower

socio-economic groupings and ability ranges would want to come.

9.11 Conversations with members can prove an equally fruitful source of information. These highlight, for example, the contrasts in life style and opportunity among young people from urban, suburban, industrial valley and rural environments. The first group were sometimes acutely conscious of the contrast between a youth centre and local commercial enterprises. The others had little or no choice of provision, were relatively isolated and were more dependent on the youth unit to help them enlarge their experience. On a more personal level, at one extreme, and more usually in uniformed groups and YFCs, young people showed that they were, albeit unknowingly at times, using youth service offerings selectively to provide them with an outlet for their desires and interests. At the other extreme, it was more usual for members to denigrate themselves and their efforts and to show other signs of low self-esteem and motivation. Of those spoken with, comparatively few, in urban LEA centres particularly, belonged to a conventional family unit. Some disclosed a pattern of shallow relationships with adults; many, even if they were not unemployed themselves, had parents out of work; most were clearly not benefiting from other educational opportunities, sometimes partly because of family needs or attitudes; a number were in trouble for their behaviour; many depended for their satisfaction on idols, pop music and video films, and several were absorbed in cults. In addition, the pattern of life for the majority of these young people rarely seemed to change, and one of the more often voiced expectations of their youth unit was relief of boredom. Such differences in clientele between one environment and another and between one organisation and another need to be acknowledged in the context of this survey.

10. ASPECTS OF PROVISION

10.0 This chapter deals with five aspects of youth work—the social dimension, activities, community involvement, extending horizons and participation—which are or are held to be fundamental elements of provision. Although in practice indivisible, each is considered separately, so that the character and standards of work observed may emerge more clearly than is possible within description and discussion of a whole.

10.1 The Social Dimension

10.1.1 The majority of providers consider a milieu of leisure time enjoyment to be important in securing young people's commitment and in predisposing them to benefit from the experiences which they might encounter. A social and recreational side is, therefore, to be found in most youth work. In organisations where the sessions are more structured, this is achieved through activities or occurs in informal moments, but, in clubs, it serves as the foundation of the programme. As such, it is a more discrete and readily visible element usually centred on an area with a coffee bar and informally arranged seating where games and amusements including darts, snooker, space invaders, table tennis and video games are available.

10.1.2 Personal and social growth can be facilitated markedly by the ethos which pervades a youth unit. Where warm, relaxed relationships exist between the staff and members and among the members themselves, young people testify to feeling accepted, secure and encouraged to cooperate and respond. This is not easily achieved, particularly in open youth clubs which tend to attract

young people who find it hard to adjust to the norms of an organisation. However, the bases for success are, demonstrably, that the members are, and know that they are, important to the youth workers, the atmosphere is purposeful and the messages conveyed by the unit are clear and consistent. Indeed, in several organisations the atmosphere is impressive; the frequency and content of interaction between staff and young people are of a high order, staff appear sensitive to the feelings of members, young people seem to be fully involved, order is quietly and unobtrusively established and maintained, and those present treat one another tolerantly and generously.

10.1.3 Some clubs, however, are a long way from attaining such goals. This is not simply because some young people impose their behaviour in an unacceptable way, as unruliness can occur almost anywhere from time to time, but seems to be connected with other factors. Amongst these a pessimistic view of young people on the part of staff and an opting out of the sorts of interaction which might make progress are, perhaps, symptomatic. Physical circumstances and high levels of sound can also undermine meaningful social contact. The former might on occasions be somewhat intractable, but where ways have been found to ensure that loud music does not dominate an entire evening or every area of a building, members appear not to be intimidated by the silence or change of mood—indeed, conversation seems much more animated and behaviour less volatile.

10.1.4 A few clubs present a desultory scene. Cavalier use of equipment, much sitting around looking bored, passive watching of television and staff reacting only when members demand attention or require discipline appear to be the norm. Sadly, this sort of purposelessness seems to result from a mistaken belief that, by opening the doors and allowing young people in, social learning and growth will 'happen' to members. While no youth work can be entirely without value, it is worrying to find in such circumstances so little staff awareness of the opportunities presented.

10.1.5 In other situations across the spectrum of youth provision, it is appreciated that, whatever the constraints, youth work should comprise more than this. Here staff are alert to the need to maximise learning potential and many additional touches are evident. These include spontaneous competitions and quizzes, the production by members of scrapbooks, posters and news-sheets, and using members' knowledge of number bonds in darts to further their general mathematical agility. Willingness by youth workers to reveal their hobbies seems to be an especially effective means of communicating with members felt to be 'difficult'. Discovery that an adult can be enthusiastic about CB Radio has been helpful in one case. In another a shared interest in fishing has resulted in a group making their own rods and going on trips with the member of staff. Elsewhere caged birds were initially brought in to show to members but the response was such that several were taught about breeding and how to recognise garden birds, answered questionnaires about sightings and made drawings from direct observation.

10.1.6 Often efforts are made by youth workers to sustain conversation with individuals and groups, using routine tasks, events in the unit or their prior knowledge of a young person as a starting point. Sometimes staff will move into an established group in order to extend the discussion, to draw in the shy or less articulate or to help outsiders join in. Where these approaches are used it is noticeable how ready young people are to talk and how keen other members are to be party to what is going on. This suggests that the need to talk with adults about things felt to be important is underestimated in many youth units (see also 10.5.17).

10.1.7 In one club, for example, a group was making resentful sounds about the way adults condemned them by their appearance. Hearing this, a youth worker encouraged them to explore how they judged other people. This led to discussion about coping with the pressures of youth cultures and the norms of the group which, apparently, continued over several weeks and resulted in some individuals changing their behaviour quite significantly. In two centres, material on television was capitalised upon by the workers. "Top of the Pops" addicts were encouraged into a discussion about the monetary worth of pop stars and a group sitting in front of, rather than watching, a documentary about male/female relationships in an African tribe, was asked whether they thought such attitudes acceptable. Both of these discussions were extended and lively. Elsewhere, a number of groups within a club were invited to talk about a disciplinary issue which had arisen and to come back to the leader with their thoughts and suggestions. Clearly motivated by the immediacy of the matter, the members took delight in organising themselves and in handling the feedback to such an extent that those whose views did not ultimately prevail were satisfied and enjoyed the experience. At another club most of the members who had been on a recent outing were with a youth worker recounting the happenings, relating their feelings at the time and identifying what they had learned. In this case the worker was helping members to draw meaning from an experience which would otherwise have passed inconsequentially into history.

10.1.8 Unfortunately, there appears to be comparatively little of this type of work in progress in youth clubs. In most cases much of what happens results more from the unconscious use of staff flair and relationship skills than through planning. However, a number of organisations, including those which use activity groups as the basis of their programmes, structure similar opportunities. In one club, where eight members were engaged in investigating friendship and group behaviour, one was heard saying, "Wasn't that good? Much better than sitting around!" A similar group in another club was looking at how people operate in groups with particular reference to power. These examples show that, when the role of groups in experiential learning is fully comprehended, there can be handsome dividends for young people. This work, together with that mentioned earlier, illustrates that young people can be enabled to think, to speak, to express opinions and try out ideas, to listen to others' viewpoints and to know and understand themselves and one another better. It is also clear that members are sometimes helped in this way to moderate attitudes or behaviour.

10.1.9 Much group work includes counselling, another dominant mode of youth work. However, as this is usually private and continuing, appraisal has to rely more on reports than on direct observation. It is obvious, however, that much casual talk between staff and members including, and often especially, that over the coffee bar, contains elements of counselling and information-giving on matters such as leisure opportunities, careers and unemployment benefits. On occasions, this leads youth workers to act as brokers between young people and other agencies. More lengthy episodes of counselling revolve around relationships at home, homelessness, glue-sniffing, crime, the making and breaking of friendships, handling sexuality, managing feelings and coping with periods of transition.

10.1.10 Not all youth workers are clear about the purpose and essentials of counselling and some need help in this regard. Issues which involve crime and the abuse of drugs and solvents seem, in particular, to present staff with a dilemma of confidentiality. Nevertheless, one leader, to whose work counselling is

central, is quite clear that his responsibility is to help young people to a position where discussion with parents, or the police if necessary, is a natural next step. Another maintains close contact with families so that, if the member wishes, parents can become drawn in relatively easily. Others choose rather to mediate with parents or other bodies on members' behalf. Although several youth workers seek, where possible, to refer members to other sources of help, opportunities to do so are few as a network of youth counselling agencies does not exist in Wales. This makes providing opportunities for youth service personnel to work out their attitudes and problems and to develop appropriate skills all the more necessary.

10.1.11 The period of the survey witnessed a marked increase in the amount of video equipment in centres. Generally, recorders appear to be used for viewing taped television programmes or hired thriller films and, in some clubs visited, the dominant experience for many members amounted to little more than uncritical receipt of whatever was put on for them. Given the wide availability of tapes about hobbies, sport and current issues, and the comprehensive range of television output, it is a pity that this useful tool is not more frequently being put to profitable, educational use. Only one example was discovered of a programme taped by a youth leader both for its entertainment value and for the points it raised about relationships between young people and the police. The intention was to use this and other material from the series as a spur to discussion.

10.1.12 Conversely, video cameras were found being put to excellent use (see, for example, 10.2.28 and 10.3.10). One of the most effective pieces of work involves a group of unemployed young people attending a youth centre one day a week. The social and life skills sessions are filmed regularly and replayed so that the group can discuss its, and individual, behaviour. At the end of the 10-week course, those involved are able, by viewing the first tape, to note and talk about the physical and attitudinal changes they have undergone to a depth not possible without the visual evidence. Isolated examples in other youth units are beginning to show that the educational potential of some new technology can be realised alongside its entertainment value. Some youth workers ask young people to 'teach' them how to play space invader machines and video games and in one club a member introduces others to computers; but there remains scope for development, perhaps in conjunction with LEA microelectronics programmes.

10.1.13 Discos feature prominently in the work of most clubs. There is obviously a place and a demand for these, but youth workers often go out of their way to justify them as if uncertain of their value apart from any financial benefits. Particular anxieties about staff having to become 'policemen', drink problems and the complaints of local residents are not usually shared with the members so that they may become more involved in planning and running the evening and in evaluating its overall worth. Where it is the norm for each member attending to feel at least some measure of responsibility for the occasion, the club as a whole partakes in both the enjoyment and the problems. Other types of special event are less common but constitute important highlights within a programme (see also 10.3.11). As most of these, including, for example, pancake races, live entertainment, dinners, fairs and other fund-raising ventures, require active participation and practice of social skills by members, their sense of pleasure and achievement can be all the greater.

10.1.14 Many units, rather too many perhaps, rely almost exclusively on their own resources whereas others bring in outside expertise. Police officers are not only habitual visitors in a number of units but are drawn in to discuss, variously,

policing policy, drugs, crime prevention, and their relationship with young people. These sessions appear to be much appreciated by members and youth workers alike, the former having some of their preconceptions changed, the latter glad of the opportunity for a less formal exchange than in their previous contacts over young people's court cases. Input by health visitors on general health matters, misuse of drugs, glue and alcohol, or sex education are also increasing in frequency. There is undoubted two-way value in these initiatives, especially where units do not see such visits as isolated events but include preparatory and follow-up discussion. There is scope for their wider use.

10.2 Activities

10.2.1 The youth unit is commonly seen as a place where members can both discover an interest and develop skills; therefore, structured and spontaneous activities are viewed as an essential element of most provision. They are of such boundless number and variety that, for the purpose of appraisal, they have been broadly categorised.

Physical Recreation

10.2.2 Physical activities form a major part of the programme in most youth units. Not only are they the backbone of the Boys' Club movement and a central component of the work in most centres and clubs, including aelwydydd, but they feature significantly in uniformed groups. Physical recreation affords young people the opportunity to experience a range of movement in a variety of contexts, from coffee bar to National Sports Centre, and performed alone, in cooperation with others, or in competition with others. The selection of activities and the intensity with which they are practised is likely to be the result of many factors, but those of tradition, the nature of facilities, staff availability and expertise, and the motivation of external competition appear to be as influential as the interests of members.

10.2.3 Two broad categories of physical activity can be identified. The first, which is virtually inseparable from the social element and which might be described as casual play or simple recreation, includes snooker, pool, darts, table tennis and dancing. These are not usually taught or coached formally and the individual participates according to inclination. The other broad category is that of skilled, often more physically demanding pursuits such as team games, gymnastics, combat sports, weightlifting, racquet games or swimming. In clubs, these are frequently organised as classes and there is regular coaching. In addition, the programme in a number of units reflects current fashion so that while, for example, roller-skating, go-karting, cycling, indoor archery and cross-country were in vogue during the survey, other pursuits are popular at other times. It is disappointing to find, as in several centres where roller-skaters were left to their own devices, that the short-lived but intense interests of young people are not used more quickly and frequently as means of securing longer term developmental goals.

10.2.4 It is rare to enter a youth club and find pool, snooker or table tennis tables and dart boards unoccupied and no-one waiting for a turn. Many members say that they come solely to play and it is likely that these games serve a useful purpose as a semi-structured means of letting off excess energy and as a focus of real interest. Younger male members in particular seem to enjoy these

activities, arriving early to stake a claim before relinquishing tables to others later in the evening. Indeed, in many centres, rotas or other arrangements have been devised, sometimes supervised by a senior member, to ensure that everyone who wishes gets a chance to play.

10.2.5 In all types of youth unit, members play at various levels of skill and concentration, but it is noticeable that friends often play together and opportunities to extend skill or to accept the challenge of a different opponent are limited. Beginners, acutely aware of their lack of prowess, are diffident performers and would benefit, in the early stages, from a few simple hints or some practice with experienced players. Quite frequently staff join in the game encouraging those on the periphery to play and giving confidence to the beginner. In many clubs internal competitions give added purpose to these activities. It is even more beneficial when members accept responsibility for running the event. In one or two cases, team competitions in pool, darts and table tennis are combined with a general knowledge quiz, crossword and card games, the teams moving from one activity to another and amassing points en route. This innovation is useful insofar as it involves far more members than tournaments based entirely on physical activity.

10.2.6 Formal and semi-formal classes are especially common in LEA centres although they are not, on the whole, well attended. Swimming, where available, is popular and association football, judo and karate gain similar support. Netball and hockey attract some girls as do racquet games but these require specialist facilities of a kind not readily available. Three keep-fit groups, one entitled pop-mobility, and a yoga course were visited but, generally, the creative/aesthetic area of movement is given scant attention unless disco-dancing routines are being prepared (see 10.2.45). Overall, it is disappointing to find so few mixed classes—these mostly in swimming, judo and trampolining —and that the majority of groups are intended primarily for boys.

10.2.7 Some classes are well conducted and inspire much enthusiasm and commitment; others, perhaps rather too many, amount to not much more than supervised play with little attempt to improve skills. One of the difficulties facing all instructors is coping with the range of age and ability which can be found in any one group. Usually, if classes comprise those vigorously adept at ball games or in the water, beginners seem hesitant to join in, and if the majority of the group are beginners, the more experienced drift away. Hence, much of the work tends to be directed towards either end of the spectrum with insufficient thought given to developing skills at different levels. Work in sub-groups is attempted only on a small scale and mostly where voluntary workers and older members have become involved in instruction. However, swimming and judo are usually organised so that those who persevere are rewarded by obvious progress and given the opportunity to move on to more demanding stages. In some units, considerable use is made of log books and wall charts to plot individual improvement and attainments.

10.2.8 The physical recreation section of the Duke of Edinburgh's Award Scheme makes use of a points scoring system which accommodates the physically less gifted as well as the natural performer. This appears to give an added edge to the application of those who train and practise over the given period. Moreover, the requirement to be properly attired and equipped for a chosen activity is normally taken seriously.

10.2.9 A large number of sports activity groups have begun as, or evolved into, more or less separate clubs. While these achieve high levels of progress they appear to add little or nothing to the work of the unit as a whole. This is unfortunate, as some examples demonstrate that a nucleus of motivated members can

encourage others to join in or can give an extra dimension to the life of a centre. On the other hand, it is good to see young people being pointed in the direction of specialist clubs where they have the opportunity to develop their skills further.

10.2.10 In a few centres routine work is enlivened by occasional visits of sporting personalities. These visits, valuable insofar as they can add an extra dimension to the particular sport concerned, offer a bonus. Young people respond well to the experience, prepare for the visit, organise the evening and entertain the guest, and even those members not actively involved in the sport in question appear to participate in the event.

10.2.11 Several centres specialise in physical activities. A few of these are leisure centres or community complexes of which a youth club forms a part. Some youth classes are run separately and obviously benefit from the facilities available, but other activities are combined with adult groups. The most common of these are badminton groups, which young people can join to practise before progressing into a club proper, fitness training, martial arts, and football teams. These illustrate how sport is a convenient vehicle for encouraging young people to mix with and learn from adults. Unfortunately, many opportunities are not capitalised upon mainly through insufficient effort to steer members towards activities and to engineer small concessions, at least in the initial stages, about standards of dress. There is evidence that one expressed objective—that young people will respond favourably in terms of behaviour because they are among adults—is substantially achieved. The hope that more young people will be encouraged to use leisure centres and to carry their participation into adulthood has yet to be realised to any significant measure.

10.2.12 One youth centre does not fit the usual pattern of provision but offers opportunities for concentrated and skilled work in physical education. Here the classes are highly structured and specialised, and the work rate is high, giving ample pleasure and satisfaction to the participants. It is normal practice to employ an instructor and then encourage older experienced members to teach alongside the expert. In the gymnasium and swimming pool the system works remarkably well, with groups organised according to ability or age and individual attention given as necessary. The young assistants also gain from the experience. They feel an intense loyalty to the club and are eager to offer their services in return for past pleasures. In the weightlifting and body-building sections members devise their own schedules of work in consultation with the instructor. There is no doubt that the work of this centre makes a valuable contribution to the service of which it is a part. Its role in relation to other units in the county deserves consideration.

10.2.13 Most providers arrange district, county or national competitions in a variety of sports activities (Table 48 shows the LEA range). These are well supported with some national events attracting large numbers of participants (400 at the BCW five-a-side tournament) and spectators. Team members are chosen by various methods, some rather dubious, but it is encouraging to find that young people frequently share with staff the burden and responsibility of team selection and, especially in certain voluntary groups, the organisation of the occasion. Clearly, sporting success contributes much to a sense of corporate esteem in many units and the displays of trophies and team photographs often have pride of place.

10.2.14 Competitions are seen by units to offer a goal towards which weekly work may be directed, or simply as events which are entered but which do not really affect the day-to-day running of the unit. Examples of both approaches can

be observed during competitions. Some teams have clearly received careful coaching with the uniform, arrangements for travel and the choosing of team and captain in large measure controlled by staff. At the other extreme, teams have received no formal lessons, choose their own uniforms, membership and captains and make their own arrangements to attend. As exercises in decision-making and shouldering responsibility, there is no question that the latter groups gain enormously in personal development terms, but the former groups usually do better in the competitions. More consideration needs to be given in most organisations to the provision of support and expertise in preparation for these events whilst allowing the opportunity for growth through shared responsibility. The importance many young people attach to the chance of a 'proper' game, the manner in which they cope with the pleasures and tensions of winning and losing and their sense of obligation as team members, have, perhaps, more implications for youth work practice than are generally realised.

10.2.15 Other centrally-organised activities are made available to young people irrespective of contact with the youth service. In at least three authorities the facilities of leisure centres are placed at their disposal, though it is admitted that the overwhelming press of adults precludes extensive use. Another LEA, in cooperation with other bodies, allocates free swimming and athletics passes to individual young people in addition to permits for the use of sports fields to affiliated youth organisations.

10.2.16 The question of safety in physical activities gives cause for some concern. It is reasonable to assume that, where specialist instructors are employed, safety matters can be left in competent hands. But in other cases good intentions on the part of non-specialists may give rise to a number of problems. The fact that hazards can be found, on however small a scale, indicates a need for continuing vigilance on the part of staff and providers.

Domestic Arts and Personal Care

10.2.17 Domestic arts and personal care, despite their number of guises and many titles—cookery, needlecraft, handicrafts, homecrafts, design for living, flower-arranging, beauty culture, modelling—are somewhat neglected by most of the youth service. Nevertheless, they have a firm place in the work of some units, in two voluntary organisations especially, with opportunities ranging from the ad hoc to those associated with events or certificates.

10.2.18 Faced with an indifferent response to formal approaches, some youth clubs experiment with more spontaneous offerings. In one, a leader occasionally arrives armed with utensils and ingredients for cooking some enticing dish and issues an open invitation to members to join her in preparing and, for a small charge, eating it. In another, it is customary for the first part of the evening to be spent making items such as bags of popcorn or drop scones for sale in the coffee bar. Both approaches are successful in securing the interest of boys and girls and in providing the opportunity for a period of intense cooperation. A similarly impromptu make-up table in another club allows members of both sexes to experiment and the leader to offer hints about general cleanliness and appearance. This is also worthy of wider emulation.

10.2.19 Some classes operate informally with members drifting in and out during the evening. In cookery classes of this type it is noticeably important to participants for them to be able to share their pleasure at producing

something. Many hairdressing classes consist entirely in the instructor fashioning members' hair. However, in one group, hairdressing is used as a means of encouraging conversation, with the person 'in the chair' made the centre of attention. This illustrates how activities can be used as a vehicle for social education.

10.2.20 In some well supported cookery classes participants are encouraged to work together not only practically but in the compilation of recipe books. In one class visited, attention is given to food selection, nutrition, and costing as well as cooking and serving. Here, the young people are proud of their satisfactory results, have a good grasp of how to feed themselves sensibly, and are bent upon changing their families' eating habits. More usually, however, the aim seems to be to produce a single dish with little attention to purpose, process, choice and progression. For the most part, the classes in youth centres which maintain a regular clientele do so only in the short-term and relate to specific tasks such as toy-making, scarves or tye and dye. This work is not without worth but often classes do not continue for sufficient sessions to enable design and understanding of textiles to be included. These do find a place, however, where needlework groups create costumes and drapes for dramatic productions.

10.2.21 A number of domestic skills are embodied in the work of the Guides and, on one occasion, three patrols were engaged in preparing an alfresco meal while another worked inside in a cramped kitchen. Emphasis was placed on producing a balanced meal, allocating tasks, working as a team, and joint responsibility for clearing up. The patrol operating indoors had also to entertain visitors. This was a challenge to girls of that age and from what might be described as a socially deprived area. It is noteworthy, too, how necessary numeracy is to such tasks, and how much the activity encourages use of language.

10.2.22 Homemaking and entertaining was the current focus of a Ranger Guide company which had invited someone renowned locally as a good hostess to share her thoughts about making visitors welcome. The session included information, discussion and role-play as means of exploring ideas and feelings.

10.2.23 Guides Cymru also offers classes in home economics as part of large-scale camps and special courses. The latter are, however, a speciality of the YFC. For their County Crafts Scheme, participants have to undertake tuition in a chosen craft followed by an assessment session when a working notebook has also to be presented. Weekend courses, again with the accent on individual accomplishment, are arranged by county federations and nationally. Embroidery, quilting and flower-arranging classes provide basic information and insight about appropriate materials before helping participants to develop their own ideas. Cookery groups, whether concerned with everyday fare or with the preparation of food and drink for special occasions, emphasise budgeting and, above all, visual impact. All these activities require the preparation or purchase of materials in advance and bring members into contact with experts and creations of high quality. Instructors provide sufficient information to enable unfinished articles to be completed later.

10.2.24 In many youth clubs, the only chance to participate in, for example, cookery, beauty culture or modelling comes through events run by the WAYC. This tends to mean that work in personal care is extemporised and opportunities to include aspects of health education are lost. Nevertheless, the events are well organised and provide useful experience for those taking part.

10.2.25 One county domestic arts final, aimed at clubs without specialist facilities,

typifies this. The assignment, for teams of two to four who had come through district competitions, was to prepare and serve a party meal to six five-year-olds, within a budget of £10. A log book, showing recipes and costings had to be displayed. Although it was expected that as much cooking as possible would be done in the time allowed, accessories could be made in advance and some items part-prepared beforehand. This had helped at least two of the clubs to involve non-team members in providing ideas, choosing table settings and purchasing ingredients. During the allotted two hours, there was ample evidence of individual initiative, dependence on others, and teamwork, as well as the need for prior planning and an appreciation of timing. Marking took into account not only choice, costs, method and process but also the presentation of food and the overall appearance of the table. Adjudication included invaluable advice from experienced caterers before the teams entertained other competitors, judges and guests at their party tables.

Creative Arts and Allied Subjects

10.2.26 A form of art and craft involving both individual and group activity and many materials and techniques exists in the majority of units. At the most basic level this represents an improvised response to a club or calendar event with materials brought in for members to fashion items such as posters, valentine cards, masks, Christmas decorations, Easter bonnets or Easter eggs. This sort of activity has the obvious merit of producing almost instant results which can be put to immediate use.

10.2.27 Regular, but still relatively informal, work appears to attract interest when it, too, achieves these ends. One art and craft tutor sets up a stall for macramé, enamelling, plaiting, peg ornaments or engraving to which members go for some part of the evening. Each has the satisfaction of something finished to take away at the end. Some of these groups are very casual but others manage to emphasise the use of proper processes and consideration of overall appearance. The spinning and weaving taking place in one part-time club is an example of this. Wool and carding equipment has been obtained locally and groups have been helped to assemble spinning wheels from kits and to make a basic weaving frame. Despite the project's location in the coffee bar, it inspires much enthusiasm from boys and girls alike.

10.2.28 Other work takes members outside the unit building. Photography groups afford members the opportunity to record particular interests or to experiment with portraiture: often pictures are being developed within minutes of their joining a group and on display shortly afterwards. A part-time South Wales valley youth club has produced some good documentary landscape photography recording snow problems in the area. Two or three clubs are working with a video camera on a social commentary of the neighbourhood, an activity which has considerable potential in terms of aesthetic appreciation of the environment as well as social awareness. One of the most heartening pieces of work seen was a group's research, documentation and photographic illustration of life as a disabled young person in their town.

10.2.29 More formally constituted classes, including open activity groups in one LEA, also take place. At a guides' camp and course, girls were introduced to weaving and spinning, candlemaking, collage and papier maché sculpture by experts who filled their rooms with displays of work to a standard of excellence not previously seen by participants. The WAYC also arranges workshops, but in many voluntary organisations, arts and crafts are rather

makeshift and of mediocre standard. This is largely because of inappropriate accommodation, but to find boys 'brass' rubbing small plastic moulds when the real thing was on their doorstep shows how easy it is for alternative openings and stimuli to be overlooked. Despite the availability of areas for craft and woodwork, classes appear to be on the decline in the statutory sector and the sad sight of deserted specialist rooms strewn with unfinished pieces of work is not uncommon.

10.2.30 Although in its early stages of development, an arts workshop within a centre for the unemployed has engaged the interest of many young people with little previous experience of drawing, painting or ceramics. A group of young men worked with sustained concentration on drawings on the theme of unemployment, through which they sought to express their attitudes and frustrations. This activity stimulated conversations which helped the staff to know them better.

10.2.31 At a specialist arts centre, the weekly programme, the weekend and summer courses and regular contact with professional artists and quality artefacts offer a range of experiences and the opportunity to develop ideas at a level which is rarely afforded elsewhere. Because of the very wide range of age and ability among members, teaching in drawing, painting, ceramics and print-making must be on an individual basis. Good studio practice is evident with tutors quietly insisting on high standards of craftsmanship. One of the impressive features is the way in which members work together and offer each other advice as expertise and confidence grows. For example, each kiln firing is displayed in the corridor show-cases, irrespective of quality, so that members can see their efforts and discuss them in terms of colour, form and technique. It is unfortunate that the influence of this centre has as yet had comparatively little effect on the development of creative arts within the county youth service at large.

10.2.32 Another possible source of wider benefit are 'artist in residence' schemes. Only two artists are known to be attached in this way to youth centres. The value of these arrangements lies not only in extending learning dimensions but also in enabling young people to work alongside an artist and to experience the professional's commitment and expertise. One community centre with a youth club has arts exhibitions with 'meet the artist' opportunities, and another centre is proposing to invite local artists or craftsmen to demonstrate their skills and provide an opportunity for members to join in.

10.2.33 Tutors at the specialist centre express concern that, despite their endeavours on neighbourhood explorations and at exhibitions, many young people notice form, materials, colour, beauty and ugliness only when these are drawn to their attention and are self-conscious in applying their critical faculties. At a more mundane level several units, both statutory and voluntary, have awareness and discrimination in mind alongside other objectives when members are involved in the decoration and furnishing of their building.

10.2.34 Many organisations include aspects of art and craft in competitions. Posters, drawings, light craft-work, paper sculpture and collage were seen at LEA events. Although its results had the mark of being hurriedly put together, one competition had the merit of requiring members to work and persevere as a team in order to devise a noticeboard or display on themes concerned with protecting the country-side or with the Year 2010. No preparatory work was allowed prior to this event, but at another venue, a similar assignment, in this case to create a collage, gained much because the team had to plan and enlist the help of others in collecting materials beforehand.

10.2.35 Art and craft exhibitions mounted by LEAs and voluntary organisations can be of value in providing a shop window for the youth service. One included a wide range of well displayed two- and three-dimensional work submitted by some 30 full- and part-time county youth centres. Much of the work was imitative but some of it was outstanding. A recently revived art and craft competition run by a voluntary organisation represented a more hurriedly assembled collection which had not demanded a great deal of effort but had attracted a large number of entries. Although it was undoubtedly worthwhile for the participants to see their own work on show and to have the opportunity to learn from that produced by others, the contrast between the two events was marked. In the first case the understandable desire to send in good examples of work had led to the submission, especially in wood and metal, of articles made in school by talented young people; in the second many of the more tentative efforts produced in youth units were not really to a standard worthy of display. This highlights the need for more imaginative, structured activity at unit level.

Performing Arts

10.2.36 Examples of the performing arts and allied activities within the youth service are not as numerous as other pursuits but they are rich in variety. Their existence relies heavily on the expectations of providers, the interest and enthusiasm of individual practitioners, and the ethos of a unit or its parent body. Some of the work is modest in scope and well within the capacity of youth units which are currently failing to mount any such activity; some is ambitious and represents remarkable achievement.

10.2.37 Improvisational drama sessions concentrate on themes such as social discrimination, industrial relations and conflict between generations. Much of this work is exceptionally fresh and inventive and, for some young people, serves as a means of extending their language, overcoming somewhat gauche and inhibited movement or, indeed, acting out things deeply personal to them. In some cases, tutors are able to help participants develop roles and situations in order to increase their understanding of issues. This type of activity has particular value where, alongside a healthy critique of characterisation, attitudes and relationships are explored in later discussions.

10.2.38 Another piece of improvised drama, this time for public performance, was based on a strong theme: a plea for peace and how the idealism and common sense of youth, if apprehended, could change attitudes and shape international understanding and cooperation. From the enthusiasm of the cast and the long and painstaking commitment which lay behind the moving presentation, it was clear that the play had caught the interest and imagination of all concerned. The production involved members in a very wide range of performing skills and it was noticeable that the more senior members were able to help and encourage the less experienced in the cast and that most participants, as individuals and groups, sought to display their own most effective level of performance. That this club is able to use a sophisticated modern theatre for performance has obvious advantages. Working with professional staff within the exciting atmosphere of the theatre added another dimension to the experience.

10.2.39 Light entertainment shows, sketches, pantomimes, gang shows and nativity plays are among the many other dramatic undertakings in youth organisations. Some of these are for internal amusement only but nevertheless

involve members in creative processes, cooperative activity and decision-making. Others, including one which invited older members of the community to play alongside young people, are developed for public performance which might include touring around other units and residential homes.

10.2.40 External stimulus appears to be important. One group, with the guidance and encouragement of the tutor, was preparing a pantomime to be staged at a local arts festival. Contributions to the script by individuals and small groups had been edited and refined by the larger group. Time was devoted to lengthy discussion of appropriate music and songs and decisions on characters or groups that should perform. Members then proceeded to compose words and lyrics. It is clear that this approach had commanded the attention of the whole group and that the work had involved a range of interests and talents. Also, it sought to take members through a more complete and wider range of creative experience than most—what had been devised by the group would be performed by that group.

10.2.41 Other groups were rehearsing short plays for British Drama League Competitions. The choice of texts was appropriate and allowed for a number of interpretative skills involving speech, music, movement and dance. The work demonstrated the effort and detailed preparation necessary. Less talented members were not excluded and seemed enthusiastic, but there were sometimes problems in securing the presence of all concerned at the moment they were needed. Groups of this kind usually disperse when the event prepared for is over yet, if maintained, they would gain much from the challenge of less directed improvisational activities or other kinds of work.

10.2.42 National events provide a valuable spur in some organisations. The biennial drama competitions of the YFC, for example, involve some 1,900 young people, 500 and 1,400 respectively in the Welsh-medium and English-medium sections. The events, one held in South Wales, one in North Wales, are well organised, the host federations playing their full part in the arrangements. The actual performances reveal something of the best in amateur work. Moreover, the events manifestly activate enthusiastic local activity and enterprise, awaken the interest of young people in a number of plays and help some to develop and refine their interests and skills. They also encourage group cooperation and effective teamwork, bring groups together to take part in a special event and to learn from the helpful but incisive adjudication, and cause a large number of young people to be introduced to a worthwhile aesthetic experience.

10.2.43 The annual presentation of a musical is central to the work of one West Wales youth centre. It involves the bulk of the membership, many of whom would not normally be drawn to dramatic or musical activity. A recent production which ran for over a week to widespread acclaim indicates the standards expected and achieved in each aspect of the performance. Many of the young people involved were experiencing the responsibilities of role-play before an audience for the first time. While the 70 or so members of the cast, and the small youthful orchestra, could take delight in the applause they received, the other 40 or so members who worked behind the scenes were also aware that their contribution was fully appreciated. To capture the enthusiastic involvement and commitment of young people in such a major project can have far-reaching consequences. It is likely that one or two of the cast will seek entry to a drama school in due course. For others, amateur theatre or play-going could become important and enjoyable leisure time pursuits. Discussion with participants revealed that these interests had been kindled. Most significant of all, perhaps, is the development of confidence and poise in

young people who were shy and hesitant when rehearsals began.

10.2.44 Most young people bring to the youth unit their already formed and often fervent ideas about music. These can be viewed as something to build upon or, much more often, as a reason to abandon hope of including musical activities in the programme. Singing, playing instruments and creating music most frequently, and perhaps most appropriately in some contexts, take place as part of other ventures, such as those described above. However, as already indicated, recorded sound is an ever-present background in many clubs. Sometimes, though, it is more than that. In a small part-time club the record player and amplification equipment is confined to one room and it is the norm (no longer an imposed rule) for members bringing records or tapes to introduce them by telling others about the piece and why they like that kind of music. As individuals have to cope with any contrary views expressed and everyone has to listen to what is played, a much greater tolerance among the proponents of different modes of pop music and a better balance of style and performers is achieved than is usually the case. Elsewhere, some young people's musical interests have encouraged them to manufacture disco units, some demanding very complex processes and the use of microelectronic as well as electrical components.

10.2.45 Energetic interpretation of music clearly captures the interest of numerous young people who do not normally enjoy physical activities, and disco-dancing competitions command wide support. A few teams are given guidance in every aspect to be judged, but many are entirely self-taught, usually with an older member directing the less experienced. Both the hard work put in and the exuberant joy young people feel at performing in front of a large, enthusiastic audience were amply evident at one national WAYC final.

10.2.46 Another self-motivated activity is the pop-group. In several centres a practice room is provided for already formed groups with no alternative accommodation and as an encouragement to members needing to get together for rehearsal and to store equipment. While the concept of offering facilities is a good one, poor acoustics can cause groups to play as loudly as possible with little appreciation of the importance of contrast. Often, too, groups work mainly on their own, occasionally being visited by staff and members or giving a live performance; rarely are they drawn into the club in as many ways as they might be. One centre, however, has a professional adviser on hand to whom players can turn for help with musical and technical problems.

10.2.47 In at least one centre where rock music is offered as a class, members display considerable enthusiasm and energy and recognise the need to acquire technical skill. There is an obvious disparity in ability, but student helpers enable the tutor to divide the class appropriately and overcome the shortage of instruments and amplification equipment. Sessions include solo and combined singing and the teaching of chord sequences, while the more proficient instrumentalists are encouraged to improvise. This demands musicianship but is, at the same time, a source of enjoyment.

10.2.48 Guitar tuition is a relatively common group activity. In most classes the aim is that members should acquire a sound fingering and chord technique and be introduced to an appropriate repertoire of folk songs. Early linking of playing with accompaniment to specific songs helps to maintain interest. Emphasis is usually placed on improving aural facility but, in one class, encouragement is given to reading from fret symbols or staff notation. Few groups appear to have progressed to writing music.

10.2.49 The brass band movement is particularly strong in South Wales. One LEA

supports a number of band classes, through instructor payments and the provision of instruments, and in one of these units instruction, playing and competitive experience is provided for some 100 young people.

10.2.50 The majority of youth orchestras in Wales are run under the aegis of the schools section of education departments but one voluntary organisation, Guides Cymru, has formed its own wind band. The venture is ambitious, especially in that very few girls play the larger brass instruments but, even in its early stages of formation, the band was performing to a good standard. Such a venture also provides the opportunity for girls to be drawn together from all over the Principality.

10.2.51 In all unit-based activities there is much to be gained from contact with outside organisations. There is no doubt that visits from theatre companies (the Powys Youth Theatre, for example) can awaken interest where none previously existed, sometimes to the extent of young people seeking to join a youth theatre group. An adult company in North Wales uses social drama in a club on a deprived housing estate, and rock groups run improvisation sessions in a number of centres. Some units in South Glamorgan have developed profitable links with a Welsh Arts Council/MSC funded arts development project and draw on the expertise of its staff for the benefit of existing groups and to organise special workshops. Yet other youth units, as well-placed to take advantage of a neighbourhood theatre company, have not made any links. Many organisations do, however, prompt members' attendance at theatrical and musical performances.

10.2.52 While a number of youth units enter local rounds of public-speaking or debating competitions at the invitation of Rotary International and other bodies, the YFC mounts its own in both the Welsh and English languages. Teams emerge from the local events to represent their county federations. The issues for debate in the final stages are varied and well-chosen to embrace not only the concerns of young people but of society, particularly Welsh society, generally. Though the quality of research and presentation may vary considerably, the challenge to the maturity of those involved and, by implication, the questioning of their personal obligations and responsibilities is of considerable significance.

10.2.53 At a different level, the quiz competitions arranged at area, county and district levels by both sectors also engender a sense of occasion. For most competitors and audience, the setting is more formal and disciplined than is the norm in their youth unit. However, the form of questions and style of presentation has become rather out-dated. Use of audio-visual aids would enable different capacities to be tested and be more entertaining for supporters.

10.2.54 The Welsh-medium Urdd National Eisteddfod, together with the bilingual annual eisteddfod of the YFC, demonstrates the continuing vitality of eisteddfodau devoted to young people. Enthusiasm on the part of the competitors and a high overall standard of performance are characteristic of the Urdd Eisteddfod. Based alternately in North and South Wales with a local committee providing the organisational back-up, it has developed into the largest event of its kind in Western Europe. The standards achieved are the result of sifting processes at local and county levels which involve some 40,000 members (around 7,500 aged 14 and over). Over the four days, in addition to the competitions along the lines of the National Eisteddfod, it enables the capacity crowds to enjoy evening concerts, dramatic productions and exhibitions of young people's work. Hitherto peripheral activities such as solo, chamber and orchestral playing and modern creative dance are becoming well

established alongside the traditional items of poetry and prose writing, recitation, singing, folk-dancing and drama. The variety provides a well-balanced programme for each session.

10.2.55 Many schools use the platform to present performers in various capacities, some of whom are not active members of the Urdd and may be little influenced by the unique atmosphere. The commitment of the performers in the older groups, however, appears to be total, although the same consistently high standards are not always reached. This is because many of the most active aelwydydd are situated in the more remote regions of Wales and lack access to the expertise so readily available to school competitors. Yet these aelwyd members, who represent the grass roots of the movement, exhibit much potential and could well benefit from guidance in certain performing skills. Nevertheless, one group met during November was still reliving experiences earlier in the year when they achieved places in a number of sections. Scrapbooks, photographs and written accounts had been assembled as permanent records of successes and individuals were able to converse animatedly about the part they played and explain its value to them in terms of 'doing something different', 'having something to work for', 'meeting new people', 'group spirit' and 'fun'.

10.3 Community Involvement

10.3.1 Service to the community is part of the tradition of the youth service, constructive involvement of youth units and their members in and with the community substantially less so. But, throughout Wales, a range of initiatives has developed. These encourage young people to take some sort of active part within their community, aim to increase their social and environmental awareness or, occasionally, are concerned with young people's ability to discover and act upon matters which affect them and their neighbourhoods.

10.3.2 Community service is the primary purpose of the work of the St John Ambulance Cadets, their training in first-aid being geared towards duty at local and national events, in beach life-saving patrols or in mountain rescue. While routine sessions may concentrate on teaching practical first-aid, a weekend conference of 43 cadets aged 15 to 20 was set the challenge of planning the first-aid cover for the Pope's visit to Cardiff. Eventually, 300 cadets were involved over the 36 hours of the visit. Most clearly gain a great deal from being associated with occasions such as this as well as from their vicarious contact with new activities through, for example, attendance at point-to-point meetings, jallopy racing and theatrical performances.

10.3.3 The concept of service being given with competence and insight as a result of prior training not only forms part of the expectation placed upon Scouts and Guides but is the essence of schemes such as the Duke of Edinburgh's Award. As a result, many participants are to be found learning about the work of the police, the fire services, home nurses and life-saving groups, and undertaking a period of practical voluntary work. There are a number of secondary outcomes of this involvement: career choices have been influenced and other members of the unit and parents have joined in to assist. A differently conceived scheme under the aegis of the Provincial Youth Council has established a country-wide network of 'On Call' groups of young people ready to respond to identified needs for service.

10.3.4 A number of official trusts also seek to encourage young people to help others by awarding grants. In particular, the Queen's Silver Jubilee Trust does so in

support of projects and activities carried out by young people aged under 25 which are likely to help the community, while the Prince's Trust occasionally helps individuals to similar, but smaller-scale goals. Other bodies donate monies to promote conservation projects.

10.3.5 By far the largest number of community service endeavours appear to be concerned with specific projects such as assisting with neighbourhood activities, raising money for local causes, and undertaking various odd jobs. Although a case might be made for local coordination of effort, there is nothing inherently wrong with the short- or medium-term nature of much of this work; indeed, it might be a more appropriate vehicle than one which implies a long-term relationship with one individual. Nevertheless, it is a matter of concern that young people are so rarely helped to reflect upon what they have done and that their growth may thus be restricted to task skills.

10.3.6 A problem faced by most units is that of adult groups in the community assuming young people will turn out and placing a weighty obligation on the leader and members. Undoubtedly, youth units need to take seriously the expectations held by the local community, but this factor should not be allowed to outweigh the primary consideration of furthering the development of members. Because they felt coerced in this way by adult organisations, one or two groups have sought to achieve an understanding with those requesting help that they will approach the members to find who really wants to become involved with them in a particular project. This has proved mutually beneficial: members have gained in self-confidence and self-esteem from working alongside adults, and the involvement of other adults has enabled more young people to participate and a wider range of projects to be tackled than was previously possible. Adults in these circumstances have been consistently surprised by young people's appreciation of the needs of others and their readiness to apply themselves and work well as a team. Other advantages are that members are able to plan a project rather than merely inherit it and that more work tends to be seen through to a conclusion.

10.3.7 There is evidence that a unit's image can be much enhanced by this means and that it promotes relationships with a wider range of local people than was possible formerly, even where the unit has an advisory or management body or where the leader serves on the village hall or community centre committee. Contact of this kind is clearly necessary if general understanding of youth work is to be improved, young people are to be integrated into their community and the local potential to help young people is to be released. In two clubs visited, members seeking a second youth night had approached the community centre committee and recruited adults to supervise them on a voluntary basis and, in many other units, members had themselves contacted residents, including parents, to assist them with specific skills or necessary jobs.

10.3.8 These moves are of direct benefit in forging ties with the community but indicate also the extent to which young people want to promote action. During the survey, several young people affirmed their sense of belonging to the locality in which they lived and their concern about the quality of life there. It is unfortunate, though, that comparatively few organisations are assisting members' comprehension of the realities of life in their community or are directing young people's contributions outwards. Where discussions enable members to identify community problems and needs, there have been some enterprising outcomes, most of which imply a long-term commitment. Sometimes the response has been immediate and has involved young people in using their initiative to, for example, run regular bingo sessions for old age

pensioners, care for areas of their locality, provide programmes for hospital radio services, or help construct an adventure playground.

10.3.9 What most moved young people to act during the period of the survey was the snow of January 1982. Many South Wales youth buildings became emergency centres and the story of one is typical of the spontaneous response. In a valley where communities were cut off, a youth worker made use of the local radio station to appeal to members who could safely make their way to the centre to come in to man it. Within 30 minutes of the call, 28 young people aged between 14 and 21 arrived to help. For nearly seven days and nights these young people, together with others at strategic points in the valley, answered almost 2,000 calls for help and made over 500 reassuring phone-calls to relatives once they had checked all was well. They journeyed through heavy snow with urgent supplies of food and milk, (1,300 loaves of bread, 1,800 pints of milk), coal and medical supplies, and gave practical assistance digging paths to houses and clearing access to outside toilets for the elderly and infirm. A few months later, members still sparkled at recollection of the experience and some had developed a mature understanding of the problems many people cope with and the conditions in which they live. A number of young people had also learned for the first time that being willing to receive help was often an important part of the act of giving.

10.3.10 There are examples of the process being taken a stage further—where it is not simply a case of identifying community needs but of coming to an understanding of their cause and investigating possible courses of action. One centre, having previously uncovered the need for young people in community homes to have a social outlet and made arrangements for them to be escorted to the club, was concerned about the plight of disabled housebound people and was using video as a means of attracting the attention of various agencies and authorities to the problem. Already some of the young people involved had acquired a greater understanding of some of society's processes and others' values. The leader, however, was beginning to be put under outside pressure to contain their enthusiasm and pursuit of change. Clearly, this sort of issue has to be worked on if young people are to develop awareness of how they can improve their own and others' situations and be helped towards positive involvement in community life. That several Young Farmers do on occasions take up issues and become involved in community affairs shows what can be done when young people are not fettered by institutional structures. Another club seeking ways of including members in their community began by taking groups to community council meetings. Initially, the visitors simply listened but, after a while, they shared in discussions with councillors which led to some jointly arranged environmental schemes.

10.3.11 Other broad dimensions of the relationship between the youth service and the community also emerged during the survey. A few units feel they have no responsibility for the demeanour or welfare of members outside their premises but others take these matters very seriously. This may involve seeking to render some forms of street behaviour more socially acceptable, undertaking home visits, or speaking for members in connection with court cases. For several units, this work forms an intrinsic part of helping some members to come to terms with society just as other members might be supported in bringing about change. These and other groups miss no opportunity to include parents and other members of the community in their activities. In some cases the activity not only becomes the focus of communal interest but is also seen as the youth unit's contribution to the life of the area. Other kinds of occasion appear both to provide a purposeful framework for the personal

and social development of members and to do much to allay community prejudice. These include annual dinners, special events for local people such as a Cawl Cennin, demonstrations of work or activities, and general open evenings.

10.4 Extending Horizons

10.4.1 A proportion of the work already referred to addresses the important task of encouraging young people to participate in new experiences and, therefore, contributes to widening their horizons and helping them to relate to the world at large. However, a number of measures—which may be local, national or international, involve large or small groups or individuals, and include both single and composite activities — are designed specifically to these ends.

Local Initiatives

10.4.2 Many units, particularly those in the voluntary sector, use their immediate environment as a resource for some form of outdoor education (see 10.4.9—10.4.17). Occasionally youth workers use members' interests, such as fishing or metal detection, as a means of encouraging groups to explore the neighbourhood. Two units were visited in the middle of a treasure hunt and it was obvious that several 'hunters' had been encouraged to look anew at parts of their surroundings they normally took for granted. A similar increase in critical awareness resulted where a club in a popular holiday area included opportunities for members to undertake tourist excursions and where some units had set out to rediscover 'lost' local walks. These initiatives are worthy of wider adoption especially by the more geographically isolated groups for whom the cost of many alternatives is prohibitive.

10.4.3 It is more usual for local possibilities to be overlooked in favour of the day or evening trip out—to large cities, to sport complexes, to theatres or to holiday resorts. The value of these excursions is much enhanced where they have a focus and where members participate in the planning. One involved research into latest fashions, several necessitated learning the rituals of eating out, others were to try a new activity in new surroundings. Where there is constant repetition of journeys to, for example, leisure centres and ice-rinks, some doubt must be cast on their usefulness.

10.4.4 Youth workers often set great store by the visits to other units undertaken in the course of competitions or on a friendly basis, sometimes as much for the discursive usefulness and camaraderie of the minibus ride as for the activity at the other end. However, it is apparent that several such occasions amount to little more than groups from two or more clubs being in a building together, sometimes in a turbulent atmosphere. Only where young people know one another in other (usually school) contexts does there appear to be any mixing of memberships. Perhaps there is something to be learned from one voluntary unit which, by preparing and offering refreshments and exchanging courtesies as visiting members arrive, contrives to extend the opportunities for interaction. There is potential, too, in some area 'get-togethers' which, although competitive in part, are designed to encourage integration of participants. Several senior member training schemes and individual challenge events also require visits to other youth groups.

Exchanges and Other Links

10.4.5 Exchanges are a feature of the annual programme of many units. A Clwyd club, for example, has an arrangement with one in Nottingham and units in rural North Wales exchange with those in Cardiff. In each case, members stay in one another's homes and experience another environment over the span of about a week. It is clear from conversations that most participants have not previously ventured as far afield and that doing so and, maybe, tasting a different way of life, work or home circumstances, has made a considerable impact upon them. One member, in revealing that, but for an exchange the previous year, her first long journey without her family and outside Wales would have been for a university entrance interview, illustrated a particular gain.

10.4.6 Similar schemes feature among the many international links established by the youth service. Exchanges are reported between individuals, units, districts or organisations and their opposite numbers in Germany, Northern Ireland, Holland, Eastern Europe and Brittany. Some of these are associated with the twinning arrangements of local communities, others follow leaders' visits abroad under the sponsorship of the British Council, several are the product of international federations of voluntary youth organisations, and some result from sporting or musical contacts. It appears that, in many of these cases, and in common with the many holidays at home and abroad undertaken by youth units, young people have insufficient contact with the culture of their host country and play too marginal a role in the preparations and the reciprocal hospitality. This is partly because it is usual for members of more than one unit to be involved and for organisation to be centralised, but the increasing tendency for visitors to be accommodated in residential centres rather than members' homes runs directly counter to some stated objectives.

10.4.7 International activities including courses and rallies figure prominently in the provision of the YFC. In addition, various scholarships enable members from Wales to travel to Hong Kong, Finland, Kenya and Canada or to study facets of life and agriculture in the USA or Europe. The expectation that they will give talks abroad and on return and write reports on their travels merits note, as it requires delegates to both reflect upon their experiences and cope with the pressure of public relations.

10.4.8 Other providers in the forefront of international activity are the Scouts and Guides, who organise large-scale camps where hosts and visitors live and work alongside one another. Urdd Gobaith Cymru does likewise and also broadcasts an annual peace message in several languages. South Glamorgan LEA has become heavily involved, partly because of Cardiff's status as a capital city, and some 200 young people from this authority participate in exchanges every year. Much smaller numbers are involved in most areas; nonetheless, without the youth service, even fewer young people would have such an opportunity.

Outdoor Education

10.4.9 Outdoor activities form a regular or occasional part of the programme of many units. Some of the groups seen or reported upon are capable of being taken by regular staff, others need instructors with specific expertise, and a few require attendance at specialist centres or access to specialist facilities. While some of

these pursuits include preparation in the unit and provide progressive tuition over several weeks, others are offered on a more casual basis and at worst fail to involve young people in anything more than an unseeing trudge behind their leader. The lack of correlation between a unit's geographical location and its participation in outdoor activities is, perhaps, an indication that a conducive environment alone is insufficient spur.

10.4.10 By contrast, where, as in the work of the Scout and Guide movements, education for the outdoors is a main thrust of an organisation's work, there is much emphasis on practice as individuals and as part of a team before young people are put into situations which utilise what they have learned. Similarly, the Duke of Edinburgh's Award Scheme expeditions section requires careful theoretical and practical preparation for journeys on foot, by cycle, on horseback or in various craft. In all these cases, a package of knowledge and skills is built up in order that young people may move about safely, be self-reliant and make a contribution to a group.

10.4.11 Camping and overnight expeditions which demand leadership and teamwork are the most frequent culmination of such training, but a number of events, including the Mid Glamorgan 'Challenge' and the WAYC's 'Operation Breakout', also require practice. In 1982 the latter event attracted 28 participants (15 male, 13 female) drawn from statutory and voluntary units in both urban and rural areas. They were given an army-style briefing and kit inspection before working in fours to carry out their mission. At all stages staff had an opportunity to observe the discipline and ingenuity of those participating as they tackled tasks such as map-reading, route-planning, lighting fires and cooking. This and the debriefing at the end of the weekend provided evidence of the initiative, individual confidence, leadership and teamwork which developed. The exercise also demonstrates that, with first class organisation, young people will respond to highly structured activity and to the challenge to extend themselves.

10.4.12 Several LEAs and voluntary organisations actively encourage outdoor pursuits by providing ready-made programmes of instruction for young people on a sessional basis. These include the canoeing organised by South Glamorgan (in Cardiff) and by the Welsh Counties Youth Sports Association (in Powys), the sailing run by South Glamorgan and the canoeing, abseiling and skiing offered around the country by the WAYC. On a sailing evening, there are many small indications of participants becoming less dependent on the instructor in the boat and of their growing confidence in particular manoeuvres. On the other hand, some canoeing sessions illustrate the importance of grouping young people according to their ability and of providing suitable conditions for those of differing levels. In one case, the expectation of beginners was so high that they opted out after lunch; in another, the course was too undemanding for many of the group. Generally speaking, however, the activities are competently taught with a necessary eye to safety which does not detract from the feeling of adventure.

10.4.13 This sense of challenge is possibly experienced as more real and urgent in the context of the inter-disciplinary outdoor education available in many residential centres in Wales (see 6.33—6.37). At one, a group of 20 with the staff from an urban youth centre was observed over approximately a day and a half. The first evening was occupied with welcomes, introduction and briefing, familiarisation with the centre and issue of equipment.

10.4.14 The next day the party was sub-divided into two to undertake adventure walks. One began easily over stepping stones and up a bank, but soon introduced a number of challenges, each slightly more difficult, more exciting

or more daring than the last. The leadership was gentle but firm, quickly spotting any tendency to opt out, and deflecting competitive urges while building up an expectation of pleasure, offering explanations and tips on technique where necessary, and sharing delight in achievement and moments of fun. There were a suitable number of pauses during which participants were encouraged to talk about what they were doing and feeling and, with help, to look at and listen to what was all around them.

10.4.15 Through both behaviour and words the group showed the immediate and fundamental impact of the experience upon them. They became animated and they moved from initial diffidence in simple skills, through amazement at being able to overcome what they had thought insuperable, to higher expectations of themselves and to genuine confidence. Early self-centred concerns soon changed to awareness of others ahead of and behind them who needed physical or moral support; they listened attentively to what they were being told about the history and ecology of the area and began to ask questions and point out things to one another; their verbal interaction increased; they became less concerned about their clothing, jewellery, hairstyles and make-up; and they showed inventiveness when asked how the group might tackle the next stage. Interest and endeavour was sustained throughout. There is no doubt that the walk progressively stretched capacities, demanded effort and cooperation, and brought each participant safely, but with a sense of danger and exhilaration, near to the edge of personal competence.

10.4.16 To a certain extent the centre attempts to reinforce the bonds of such an affecting, shared experience with follow-up discussion and other background studies in the evening, but more doubt surrounds the maintenance of behavioural change once participants return to home ground. The youth workers feel their knowledge of the members has increased and the members obviously appreciate the staff coming with them. However, apart from the sharing of photographs, there has been little opportunity for those involved to reflect on what they have done and what it means to them. More attention could be given to this sort of follow-up as well as to recruitment and briefing.

10.4.17 The wardens' and instructors' appreciation of social and personal development objectives and methods is central to any success in outdoor education. It is unfortunate that aims are not always made sufficiently explicit to youth workers and that the roles of both resident and visiting staff are not more clearly defined. However, attempts are being made by some centres to run introductory sessions as part of youth leadership courses and to build up the expertise of youth workers by encouraging them to obtain a mountain leadership qualification. The open courses and the more advanced training arranged in places are important in ensuring that there is opportunity for at least some young people to progress beyond the 'taster' stage.

Residential Experiences

10.4.18 Much outdoor education and many examples of activities alluded to in this chapter are, or could be, undertaken in a residential setting—the rationale for this being that learning comes not simply from one or more activities as such but from the continuous process of interaction in a qualitatively different situation. Some form of residential experience is seen by many providers as an essential ingredient of youth work but, despite anxiety to preserve oppor-

tunities, the number of courses run for young people has declined over recent years as costs have become prohibitive and grant aid less readily available.

10.4.19 A few units arrange residential periods but most opportunities are made available to groups and individuals by LEAs and the parent bodies of voluntary organisations. Several, including those run by the Urdd and the Guides are activity-based, some, such as the one organised for the St John Cadets are task orientated, others like the annual members' conference of the WAYC and a weekend forum of the Provincial Youth Council focus on issues. One LEA youth service arranges residential experiences for young people on MSC programmes and other providers do so as part of senior member training courses.

10.4.20 Although most courses draw together young people from a wide area, it is frequently the case that participants are closely involved in the planning. In these instances, the residential period forms a coherent part of a progressive programme but, in other cases, it is difficult to see how the course can be anything more than an isolated interlude. However, more than one organisation has succeeded in recruiting young people who, for various reasons, have a real need of a break from their usual surroundings.

10.4.21 Despite the differences of purpose, composition and procedures among the courses, most use groups as their main vehicles for learning. Where participants are not known in advance or where they opt for a particular activity, the composition of the group is a matter of chance. However, some courses deliberately contrive to split up existing friendship groups so as to put each individual into a new situation. This appears to increase involvement and to intensify group dynamics. Not all courses are 'staffed' as such but, where youth workers are in charge and have established mutual trust with participants, they are able to reinforce learning points and to encourage groups to reflect on relationships and other progress. Staff working on residential courses for the young unemployed have to do rather more to maximise learning opportunities since, unlike the members of other courses, their clientele is more or less pressed to attend. This means that hostility, apathy and behavioural issues may have to be worked through in addition to the natural processes of familiarisation. Nevertheless, the visible learning for these young people not only closely matches that of other groups but appears to accelerate as the week progresses.

10.4.22 Residential courses can be seen to impinge upon young people according to their personal characteristics and previous experiences. One group at an outdoor education centre had not been away from home before and became very dependent on adults when they lost things or their clothes were wet: noticeably, too, it was the first time that most of this party had ever sat down with others for a full meal. Other groups clearly find the pressure of interpersonal relationships difficult to handle, at least initially, but it is likely that they learn more about themselves and about tolerance, sensitivity and cooperation than many more poised and communicative recruits. Although not a common practice, where responsibility for planning menus, food preparation and arrangements about sleeping, eating and free time rest with participants, their decision-making and basic living skills appear to be sharpened. Experience of additional significance varies more with individuals: for some it may be simply being away from home, for others, the thrill of a totally new environment, the discovery of a new interest, or satisfaction in a tangible achievement.

10.5 Participation

10.5.1 One of the tenets of the youth service is that, because of their relatively non-directive approaches and less rigid structures, youth organisations are better placed than many other institutions to develop the confidence and proficiency young people require if they are to participate more fully in the work of organisations and in society. Although opportunities for participation do not permeate practice to the extent popularly imagined, a few examples of work in most of the concept's many senses were observed.

10.5.2 At minimum, active participation implies involvement in decision-making and the exercise of responsibility by young people. Within some friendship and activity groups, members are to be found working out courses of action, solving problems and influencing others. A few projects are planned and seen through by members—for example, one group making holiday arrangements and another devising a fund-raising event were observed poring over maps, brochures and time-tables, making phone-calls and writing letters. In many situations young people are engaged in duties such as reception, oversight of the record/tape deck, running the coffee bar and dealing with equipment. An individual may take on the role of press officer, some organise games or ballots on the choice of television programmes, and a few judge weekly competitions or draw up entries for outside events.

10.5.3 This albeit small-scale participation is valuable in helping young people to practise social behaviour in manageable doses and at a pitch appropriate to their needs and can give them scope to use skills relevant to other areas of living. It is, therefore, somewhat surprising that, in so many situations, chances appear to be missed, with staff taking on these simple tasks and so diminishing opportunities for members to assume responsibility. Indeed, instances were noted where increased involvement by young people had resulted directly from a cut in staff. Some youth workers claim, with justification, that it is difficult to provide meaningful tasks as opposed to chores, that briefing and supporting young people in their attempts is time-consuming, that their ultimate accountability necessitates a wary approach to risks, and that members do not seek increased participation. There is no doubt that many young people are attracted, at least initially, to something provided for them and that their assumptions about the youth worker's role can be an inhibiting factor. However, evidence also points to the need to tackle opportunities at this level if any progress is to be made. Practice which demonstrates that, with forethought and structure, participation is possible and balances can be struck between institutional efficiency and youth work effectiveness, is to be commended.

10.5.4 Normally, there is greater awareness of the possibilities for older members to offer leadership. In Scout and Guide units, where patrol leaders are responsible for the work of their groups, they teach map-reading and first-aid and oversee various practice sessions. Elsewhere, senior members rehearse others for competition (see 10.2.45) or take charge of activities. A 17-year-old girl instructing keep-fit does so with great aplomb and insists at the outset that all participants have the proper kit. In several centres, senior members also run or assist in running clubs for the under-13-year-olds; the contribution of these 'young helpers' is a special feature of Gateway Clubs. Both types of situation utilise young people's potential to the full and elicit considerable commitment.

10.5.5 Preparation for these sorts of roles is offered within some voluntary organisations and by some LEAs (Tables 37 and 38). The purpose of most of the short

courses organised by the WAYC is to introduce members of affiliated clubs to a wide variety of activities in the hope that they will launch them in their own organisations. Others are advertised for teams of youth workers and senior members in order to stimulate thought and discussion about junior clubs or about leadership issues. In contrast, the Young Leaders' Scheme of the Girl Guides Association is undertaken over a period and requires individual endeavour as well as thorough preparation for work in a Guide company or Brownie pack. Those who enrol on Mid Glamorgan's Junior Leadership Trail accumulate points by visiting other organisations, attending a weekend course related to leadership, and working regularly as senior helpers responsible for specific tasks. Current and former participants are purposefully engaged in a number of clubs to mutually beneficial effect. Another course aims to bring about a greater appreciation of the concept of leadership and the contribution senior members can make. Its introductory stages include discussion of the qualities sought in a youth worker, mock interviews, role-play of a members' committee meeting, and programming. The sessions are well conceived and conducted but it is difficult for the participants, whose first experience of such material this is, to divorce themselves from the content and comprehend all the facets which emerge, such as matters of procedure, the complexities of group behaviour, participation, representation and accountability, the conflict of values and the sharing of power.

10.5.6 This kind of simulation could be said to replicate some realities of the representative modes of participation found within the youth service: members' committees, member seats on advisory or management committees and forms of youth council. Many providers affirm, in particular, the ideal of participation through committees but report lack of progress towards this objective. In fact, although there are but a handful of examples of discontinuous attendance by young people at centre committees, it is estimated, for example, that around 150 LEA clubs (ie 30 per cent) have made recent attempts to form a members' committee and that about 100 of these (ie 20 per cent) are in existence at any one time.

10.5.7 Discussions with members and youth workers reveal wide variations in the formation, terms of reference and procedures of these committees. In order to familiarise young people with procedures, some units run elections for a given number of seats with proposal forms, printed ballot papers, a ballot box, tellers and a returning officer. The majority have more informal elections where names on pieces of paper or a show of hands are counted. A few committees evolve somewhat undemocratically by members volunteering, or by youth worker choice; some are simply self-perpetuating groups. The usual outcome in each case is a caucus of some dozen young people who, in turn, appoint their officers. It appears that few written terms of reference exist and that the committees' brief often lacks clarity and purpose; however, duties and responsibilities are said to comprise ideas for programming, suggestions for equipment purchase, deciding rules and eligibility for membership, disciplining members and dealing with complaints, chores (sic), and, less generally, organising events, running a junior club, and allocating resources. Of the committees observed in session, one was formal and efficient but seemed constrained by the views of the youth worker who intervened throughout with 'reasons why not'. Another appeared to have little touch with the main membership. A third had been called by the leader in order that the committee might discuss the sanctions to be applied to a group of miscreants and give her their verdict. Two meetings took place without a youth worker present and tended to be informal and, at many points, to lack the information

necessary for extended discussion and decision-making. No instance was found of a members' committee having the final say in defined areas. A number of young people feel that some adults in their organisations hear but are not really listening to them, and several cases are reported of members being asked their views only to be met by a later veto or by an unexplained lack of response to their suggestions for change.

10.5.8 Where young people shoulder real responsibility, such as drawing up and implementing rules or using monies, are involved in action as well as discussion, and are rendered accountable by the membership and the youth workers for the consequences of their decisions and actions, membership of these committees involves experiences of real value. On the other hand, where the potential to affect policy and organisation is limited, the duties are confined to peripheral or negative aspects of the work of the unit, consultation is haphazard, and young people lack the confidence and skills to process the business or to fulfil their representative role, the worth of members' committees as a form of participation must be doubted.

10.5.9 It could be for these reasons that maintaining momentum beyond the initial weeks is found to be so difficult. Loss of interest is frequently alluded to by youth workers but observations suggest that the style and strategies of those in charge are crucial in determining young people's willingness to participate and in sustaining their motivation. There are, for example, glimpses of greater progress where members are helped to master processes and where the youth worker provides a framework for decision-making and action and is in a position to offer praise and recognition.

10.5.10 Mediocre results with members' committees have led a number of units to consider alternative approaches to decision-making which embrace a wider section of membership. In one, two leaders occasionally select a group of members at random to evaluate the current programme and to discuss change; in several, forms of open meeting are held to similar ends. Though useful, both these sorts of consultation, as well as work in members' committees, would benefit from the use of techniques, such as sub-groups, simulations and role play, with which many personnel have become familiar on training courses.

10.5.11 Members' or young people's councils (including Newport Young People's Council, Guides Cymru Llais y Ddraig, and the WAYC Wales Members' Council) exist to offer further opportunities for participation and a place for young people's views and interests within a district or an organisation.[19] Whether members are nominated by their units, invited to be present, or selected by the adults involved, they appear to attend more as individuals than in any representative capacity. While the Wales Members' Council of the WAYC has direct links with the body's Executive Committee, the need of the other councils to process their thinking through adult advisers can, however skilfully handled, lead to a sense of frustration. Moreover, some of the young people concerned find it harder than others to reconcile themselves to the reality of their restricted responsibilities and power. Despite this, there are indications that considerable benefits accrue in all three cases, notably from the opportunity to travel, to meet new people, to receive training in running meetings, to organise events, and to explore issues to a greater depth than might be possible elsewhere. For example, one meeting looked with sensitivity

[19] For example, the aims of Newport Young People's Council are "to further the best interests of Youth, to promote the physical, educational and spiritual welfare of young people" (and, in pursuit of these aims) "to create the greater degree of understanding and cooperation between the young people of Newport District, the Community and (various councils and committees)."

and thoroughness at the organisation's image, the motivation and skills of the leaders and the meaning behind the promise of duty to God. Another helped members to reflect on the problems experienced in organising a barbecue, and on feelings after taking a group of children in care on a day's outing. The 1982 WAYC members' conference which, as already mentioned, was organised and conducted by the Members' Council illustrates that, with support, young people are capable of handling a considerable measure of responsibility. Furthermore, the prior discussion by the Members' Council of items on the agenda of the WAYC Executive Council enables young people to seek information, to rehearse their thinking, and to overcome some of the difficulties of contributing within a larger meeting. Similar practice might prove helpful where young people attend management committees or sit with adults on bodies such as the aelwydydd area boards.

10.5.12 Examination of some of the better practice demonstrates that there need not be the accusations of tokenism, imposition of adult values, recourse to safe ground, and lack of partnership with young people which are often levelled against the youth service. There is, however, evidence to support these views and to suggest that deep-rooted problems must be recognised before real progress can be made. It is obvious that, within LEAs and some voluntary organisations, participation represents an anomaly. For LEAs, complications exist because youth work is not their authority's sole purpose and they are controlled under a democratic system with which other forms of participation sit uneasily. It is clear, however, that the situation fundamentally conditions attitudes and proscribes certain methods of working. Against this background, youth workers seem to find it difficult to be optimistic about possibilities for participation, to see how their current practice frequently undermines their good intentions, and to feel comfortable about the different sorts of roles they need to play.

10.5.13 Some voluntary organisations appear to be less encumbered in this respect. Some Ranger Guide companies and mixed-venture Scout troops are entirely self-programming and require young people to bear a substantial measure of collective and individual responsibility and to learn and develop organisation and relationship skills. However, it is the YFC movement which, more than any other, enables young people to have control and encourages self-government at club, federation and national levels.

10.5.14 Club evenings are structured and conducted wholly, and with good humour, by the membership. Elected officers give the lead in business and discussion items, taking votes to confirm decisions where necessary. Many of these relate to programming, events and competitions, but one club visited dwelt at length on its declining membership, concluding, perhaps paradoxically, that participation could be alienating. All members have the opportunity to contribute to other parts of an evening by introducing guest speakers, proposing votes of thanks, or providing and serving refreshments. At the annual general meeting of a county federation, the reports of various committees were presented by members and the annual balance sheet was skilfully interpreted by the young treasurer. Such skills and the knowledge of committee procedures exhibited throughout the movement are testaments to the success of the annual club officer training programmes, and to the discreet guidance of voluntary and paid personnel.

10.5.15 Another feature of the YFC is that members decide who are to be voluntary leaders to their clubs. The county members' committees appoint the county organisers who assist them in an advisory and administrative capacity and the Wales committee controls the work of national staff. While it is noticeable that

members of varying ages and backgrounds take their share in decisions, control of finance and resources, and programming, it is equally obvious that the organisation of both large- and small-scale events not only involves substantial numbers of young people but demands reliability and staying power. As so many of the tasks undertaken do not require the organisation to be wholly self-governing, it is possible that others could draw on and learn from this experience.

10.5.16 Meanwhile, it seems important for the YFC movement itself to look outwards and to encourage more members to use their acquired confidence and skills in society at large. They clearly have much to offer in terms of contributing to the life of their own communities and addressing some of the problems which affect young people. There are, however, other attempts within the youth service to develop young people's political awareness. These include providing knowledge of rights, teaching about decision-making structures and processes, and talks by representatives of organised movements or political parties. The learning aids available for these purposes are not widely utilised. Moreover, although political education is seen by several practitioners as a priority for development, considerable nervousness on the part of some providers surrounds both the subject and the use of the term.

10.5.17 Yet, many young people hold deeply-felt views on matters which might be described as political—nuclear disarmament, unemployment, homelessness, or relationships with the police, for instance—and identify strongly with associated causes. Sometimes this interest manifests itself in the need to discuss and to understand better (see 10.1.6). A visit to a specialist centre, for example, revealed a group of members who had instigated discussion sessions, led by a voluntary tutor, at which controversial topics from newspapers and literature were aired. Occasionally, young people are known to express a desire for action, particularly on local conditions or on things which affect them personally, and members in one unit were working out how they should deal with what they saw as unfair blame for an incident on a school campus. In view of the case mentioned earlier (10.3.10), it seems necessary for management to know and understand about any action proposed so that individual youth workers are not unduly exposed. Also, in social education terms, it is important that the activity is approached rationally and is both thoroughly prepared in advance and reflected upon subsequently. More generally, there is perhaps scope for youth service staff to exhibit greater sensitivity to what is being voiced by young people and to help them to pursue their concerns appropriately.

11. SPECIAL NEEDS AND RESPONSES

11.0.1 Experience suggests that there are many young people who, for reasons of social, material or physical disadvantage, or because of the effect upon them of the economic situation, would find their ability to develop personally and socially enhanced by the experiences and support afforded within the youth service (see Tables 41 and 42). In recent years, increasing consciousness of this on the part of some statutory and voluntary bodies has resulted in new forms of response. These include, variously, day-time provision, work geared towards young people who do not naturally avail themselves of a building-based service, short-term projects, separate units to meet special needs, and emphasis on particular aspects or groups within a unit.

11.0.2 Progress has, however, been patchy. Some LEAs and voluntary organisations

have made few moves, occasionally side-stepping the issue and implying that the young people in question are being catered for by other means, or that many do not find what the youth service has to offer of any interest to them. More usually, a wish to react is thwarted by lack of resources and there can be no doubt that additional funding, such as voluntary organisation development grants, Urban Aid and MSC finance, has enabled some providers to discriminate in favour of those they assess to be in greatest need. Nevertheless, there is evidence that monies are not always used in the most effective way (see also 13.3.3). Furthermore, developments appear too often to be tacked on to, rather than assimilated into, local youth service provision.

11.0.3 Of the many particular requirements identified by the youth service in Wales, some—for example, provision within rural districts or that for lower age groups—have been discussed in previous chapters. The following paragraphs, therefore, concentrate on a number of other distinct needs and areas of work.

11.1 Work with the Handicapped

11.1.1 Although some youth service help for people with many and various kinds of disability can be traced back further, there has been a marked increase in provision for the handicapped since about 1970. The response of most LEAs is confined to enabling voluntary groups to meet—initially by providing premises but, increasingly, through leadership grants, training courses and help with transport. One authority has inaugurated a network of 14 centres to cater part-time for the handicapped. This sort of support has, in turn, helped to accelerate development of the work undertaken by voluntary organisations.

11.1.2 For many mentally handicapped, whose lives tend to revolve around their homes, hostels or other institutions such as adult training centres, Gateway Clubs represent the only social outlet. Their aim is to provide a secure environment and a programme which promotes self-confidence, offers opportunities for social growth, fosters physical, creative and verbal expression and facilitates enjoyment of leisure activities. The work, to this end, is not dissimilar to that of youth centres but is frequently more imaginative and varied. In one club, for example, art, weaving, embroidery, social drama, basic literacy, games, keep-fit, and, at a later stage, a discotheque and training for the Duke of Edinburgh's Award Scheme were in operation; in another, cane work, art and olde tyme dancing provided alternatives to the recreational facilities of the host centre. Elsewhere, the evening began with a communal tea and moved on to football, preparation of food for a forthcoming sponsored walk, a miming and guessing game, and a sing-song. The work of some other clubs normally centres around sedentary occupations such as watching television or films, jigsaws and chatting. In most situations, however, members were also preparing to perform in stage shows and concerts or to see live presentations by touring theatre groups.

11.1.3 Just as much appears to be taking place outside club evenings. One unit organises regular mystery trips to shops, beaches, cinemas and public houses; others extend a similar programme with, for example, an annual fortnight's holiday, residential weekends, excursions to London or visits out for tea. At regional level, members are able to participate in inter-club events ranging from soccer to drama and dance productions, and a number of clubs enter England/Wales events such as one which culminated in staged items in a London concert hall.

11.1.4 In all the clubs there is a sense of security, warmth, purpose and shared pleasure. Not only is the range of activities and experiences offered impressive in almost every case, but it is subject to frequent revision. Much of the work, including that geared towards equipping the mentally handicapped with living skills, is innovatory. Literacy teaching in one club sets out to help members increase their independence by learning words and signs in common use in the community. Tasks are carefully selected for each individual and take account of ability, concentration span, coordination, hearing, eyesight and colour-blindness. Members are encouraged to tutor one another and to take home exercises with messages for parents indicating how they may assist. Elsewhere, a video film of a members' outing was used to encourage viewers to identify people, places and names, whereas another club spent time reliving a weekend away, the leader providing the narrative for members to fill in the key words and actions.

11.1.5 While most members are stimulated to participate relatively easily, others because of their age, the level of their handicap or their institutionalisation find it difficult to be active unless, as in one art group, constantly nurtured. Conversely, it is apparent at times that the abilities of members in particular activities are being under-estimated, or that opportunities to give them some responsibility are being missed. Overall, however, the response to individual needs is remarkable. Helpers sensitively lower their own performance in games so that members achieve the degree of success necessary to minimise frustration and sustain self-confidence, and their patience and repeated encouragement persuades others to persevere in spite of initial difficulties. Only occasionally is there a tendency to proceed apace to the next stage of a learning process without the necessary constant repetition of what has gone before. Club leaders, parents and external staff report major improvements in certain skills and in the general demeanour of those who attend, but the need to accept and cope with their emotions, impetuosity or boisterousness remains fundamental.

11.1.6 Members with multiple mental and physical handicaps may also attend clubs for the Physically Handicapped and Able-Bodied. 'PHAB' Clubs, as they are known, have aims not dissimilar to Gateway and are concerned to include opportunities for all kinds of pursuits. Programmes concentrate on crafts, table games and social intercourse, but include table tennis and other wheel-chair games where space allows. Undoubtedly, lack of room and problems of access in buildings not designed to accommodate the physically disabled are serious constraints, but conversations with members, some of whom are intellectually very able, indicate that they would welcome a broader range of activities and more diverse and testing equipment than presently available. Both are in evidence on the annual holiday run by the WAYC (under whose aegis PHAB operates) when a week of crafts, sport, music and drama comes to a climax with a stage production. Here and in units, disabled young people help with the organisation.

11.1.7 A feature of Gateway and PHAB Clubs is the involvement of non-handicapped young people. These helpers, most of them still in school and coming from a variety of backgrounds, have a fresh and friendly approach and in their work with the handicapped display extraordinary care, attention and love. Many have no other contact with the youth service but have found satisfaction and assisted their own personal and social development through regular association with the handicapped. They also appear to be making an important contribution to counteracting prejudice by bringing about better understanding of the handicapped among their families and friends.

11.1.8 Direct involvement of the community also does much to help in this respect. Rotary clubs, citizen band radio 'breakers' and Merched y Wawr transport Gateway members, often within large catchment areas. Several confess to changes of attitude and speak of improvements in their home villages, where, until recently, the stigma of mental handicap had forced an introspective life style onto the parents. In their turn, some parents of the handicapped appreciate the break, others become fully involved in the work of the club, but all seem to feel more supported by virtue of their contact with Gateway or PHAB.

11.1.9 The efforts of leaders and helpers in the whole field of special provision for the handicapped cannot be commended too highly, but they are the first to recognise that there is still much to be done, not least in terms of their own training. Moreover, because there are difficulties in reaching those who might benefit from a Gateway Club, and because there is insufficient provision, membership is currently available to only about one handicapped person in 10. PHAB Clubs have particular difficulty in attracting young people disabled by accidents or illness who are reluctant to identify themselves among the handicapped. In some areas, increased involvement of parents, those working in other institutions, including hostels, adult training centres and schools, and various agencies is paying dividends; but combining of forces is not commonplace.

11.1.10 Separate clubs undoubtedly help to safeguard opportunities for the handicapped and to ensure that individual needs are fulfilled. However, if the ultimate goal of improved integration with the community is to be realised, association with other provision is necessary. In one centre, where PHAB and LEA junior and senior clubs run concurrently, non-handicapped members become better acquainted with physical handicap and may involve themselves in helping if they wish. A Gateway Club in the same centre draws on senior club members as helpers and some were involved recently in arranging a joint 10-day holiday in Copenhagen. Some other LEA units, Gateway and PHAB Clubs meeting in the same premises have likewise established close links, but, regrettably, there are other instances where contact is minimal. The practice of including information about handicap on youth work training courses can do much to encourage closer liaison.

11.1.11 Although, as indicated in Chapter 10, a number of other young people are engaged in various forms of community service with the handicapped, some organisations are concerned to create meeting points. The BCW organises a senior member/disabled residential course and gives biannual recognition to individual members' work with the handicapped. Guides in one area have enrolled pupils from the local school for the partially sighted. A club in an educationally sub-normal school includes pupils from local secondary schools but is careful to keep the balance of numbers and emphasis in favour of the host school's pupils, and, in a few youth clubs, mentally and physically handicapped young people are encouraged to join just like anyone else. In such cases, the handicapped are fully integrated into the club and accepted alike by members and staff, who are nevertheless sensible of their responsibilities towards them.

11.1.12 Examples of this sort of integration are disappointingly few and it might be that other contexts provide a better starting point. Certainly, the Duke of Edinburgh's Award Scheme is proving an effective focus in at least two situations. One Gateway Club, determined that the highest possible standards will be maintained, has a combined group of members and non-handicapped young people working for awards under the guidance of police cadets. The scope of the pursuits undertaken has been ambitious and the non-

handicapped were given the option of taking a course in communication methods appropriate to their work with the mentally handicapped. Elsewhere, six wheelchair-bound young people trained with five participants from the local youth clubs for the service section of the award. These examples are significant in that they provide for some activities to be tackled together while allowing others to be handled according to individual capacity. Clearly, there is scope for many more initiatives of this kind.

11.2 Response to the Needs of Girls

11.2.1 It is possible to infer from their pattern of attendance—low overall numbers reducing with age (see 9.9.)—that the youth service is experiencing difficulty in catering for the needs of girls. This is not a new phenomenon but the position has worsened dramatically and a few providers are beginning to look for reasons and solutions.

11.2.2. The mixed units in the sample divide broadly into two categories: 25 per cent where girls represent a third or more of the membership; 75 per cent where very few attend. In the former case, and not simply because they are more conspicuous in number, girls appear to be actively involved; in the latter, they tend to be bystanders. In some units, the milieu is somewhat dominated by physical activities and competitions; suggestions from girls seem to be either not sought or not acted upon because staff could not be found or there are insufficient numbers to justify an instructor. Here, also, youth workers have a tendency to assume that all girls will want to take a passive or easy part and male and female staff alike devote most of their attentions to the boys. Sometimes, unhelpful postures by boys are not discouraged. Much of this behaviour, by youth workers as well as members, comes more through force of habit than inconsiderate intent, but its effects, though plain to see, seem not always to be fully appreciated.

11.2.3 Girls spoken with in various youth work settings illustrate, but imperfectly understand, many of the constraints that social conditioning places upon them. In particular, they admit to feeling less important than boys and extremely self-conscious and diffident. In some instances, nothing is done to ease this but, elsewhere, youth workers join in activities with the girls in order to keep them involved, or make a special point of talking with them in groups. In the units where more girls are present, it is noticeable that programmes have variety and include non-competitive activities and opportunities for taking responsibility or for putting forward ideas. The majority of buildings are comfortable and aesthetically pleasing. Some have magazine corners and many have the space divided in such a way as to facilitate conversation and shelter tentative players from full view. Furthermore, while it would be simplistic to imply that only female staff can deal effectively with girls, the greater presence of women youth workers in these situations, and their obvious empathy with girls, cannot be ignored.

11.2.4 There are, of course, organisations such as the Guides with long traditions of work with girls and, as discussed in Chapter 10, other voluntary bodies maintain extensive programmes of activities in the craft and domestic domains which attract mostly girls. The demeanour of many girls in both these and impromptu single-sex environments appears qualitatively different from that observed in most mixed settings—generally less inhibited, more at ease and confident.

11.2.5 Belief that this is so underpins many of the recent developments in provision for girls. In Wales, much of the experimentation has been taking place independently, but some moves have been made within the youth service. 'Girls-only' nights or sessions have been established in a few mixed centres. These aim to promote consideration of issues and to encourage activities which are not specific to traditional women's roles, the long-term goal being to develop girls' perceptions of themselves and their sense of personal worth. Although take-up has been slow, and none was observed in progress, worthwhile discussions, free of embarrassment, on health, sexual mores, relationships, marriage, and stereotyping are reported by members and youth workers alike. Deliberate moves have been made also to introduce young people to women who have achieved educational or vocational success.

11.2.6 Both these new departures form part of an ongoing programme, but most initiatives do not have this advantage. They are one-off or occasional arrangements to enable girls to participate in activities they might not have tried or been coached in previously. The enthusiastic response to the courses run by the WAYC and to the girls' day organised by the Mid Glamorgan youth service (which offered car maintenance, electrics and video filming alongside sports and outdoor activities) gives some indication of the demand and of the levels of enjoyment and accomplishment which can be achieved.

11.2.7 Whereas its proponents assert that separation is necessary at times if girls are to be enabled, ultimately, to achieve equal opportunity and to realise their potential, some argue that this is artificial. What seems undeniable is that the needs of girls continue to be overlooked in many quarters of the youth service. This is not to suggest that other provision can be ignored, indeed progress with girls could have implications for work with boys. It is likely, however, that the allocation of time for both male and female youth workers to have regular discussions on the subject would be beneficial. In particular, there is a need to consider which aspects of current practice might not be conducive to girls' best interests, to seek information on what is happening elsewhere, to build up necessary skills, and to make contact with girls who are not, at the moment, served by the youth service.

11.3 Measures to help Young People with Behavioural Problems and those felt to be Socially Disadvantaged

11.3.1. When personnel are asked about the outcomes of youth work there is, almost invariably, mention of the preventative role of the youth service. It would be easy to underestimate the significance of this function; however, informal reports from a number of agencies, which indicate a perceptible increase in delinquent activity on nights and during periods when no youth service provision is available, are persuasive and call into question the current patterns of opening of many providers (see 6.30).

11.3.2. Although several statutory and voluntary bodies have established units in deprived neighbourhoods and some, notably the Guides and the BCW, are seeking to develop this work, it has been found that many young people are unwilling, or perhaps feel unable, to relate to such provision. This has led some LEAs (Table 32) to appoint staff to reach out into communities. In the early stages of these assignments, it is usual for youth workers to spend their time getting in touch with young people wherever they might be, developing relationships, trying to discuss and assess needs, and forging links with agencies which might help those needs to be realised. This sort of preparation

enabled one worker to identify possibilities for attention. During an 18-month period these included providing information, counselling (often on homelessness, crime and various kinds of deviant behaviour), acting as an intermediary between young people and other agencies, instigating community activities and a newspaper, supporting a foundering youth club, and motivating young people towards a holiday away together. Much of this work is not dissimilar to that of many youth units. Where it differs is in its contact with some previously disassociated individuals and groups and in its attempt to strengthen support for young people on their home ground.

11.3.3 When Intermediate Treatment (IT) for young offenders was inaugurated, it was intended that this also would be community-based and that the youth service would have a central part to play. However, although LEAs and voluntary organisations cooperate, youth centres and residential facilities are utilised and a few youth workers co-lead groups, the youth service is neither consulted nor used as a resource to anything like the extent envisaged. Among the various reasons advanced for this there are suggestions that some youth workers showed themselves to be insufficiently tolerant and that there was a reluctance to embrace a compulsory membership. It is conceivable, too, that automatic payment of individuals' expenses proved incompatible with the need of most members to save up for excursions and residential experiences. Nevertheless, it is to be regretted that, in general, IT has taken on an entirely separate existence and on occasions duplicates existing youth service opportunities.

11.3.4 Examples of cooperation, though sparse, demonstrate that this need not be the case. In two centres visited, IT groups overlap with the youth club so that those attending may be in touch not only with the more intensive work but with a longer-term source of support. Elsewhere, under a jointly arranged project managed by the youth worker, between 12 and 18 referrals attend a youth centre one day a week for a programme of discussion, group counselling, health education, role-play, decision-making, games and visits.

11.3.5 Another variant for young people who are under supervision orders or thought vulnerable is their placement in Gateway Clubs. The hope is that, by acting as helpers among those whose predicament is, in many ways, more obvious and serious than theirs, young people will experience sufficient success and so improve the quality of their relationships with adults that they will begin to see themselves more positively. Despite the occasional falter, the indications are that, in these surroundings, young people grow more self-confident, face up to responsibility, overcome some of their earlier resentment, and become involved in activities which they might formerly have scorned.

11.3.6 One inter-agency initiative where the leader and assistant are subsidised by the LEA is also characterised by the responsibility it places upon young people both in the centre and in helping the handicapped. From its origins as an IT project in the basement of the local probation offices, the scheme is now multi-purpose with junior and senior youth clubs and an IT day centre funded under Urban Aid as the principal users of larger premises. Although clients for intermediate treatment are selected from among young people who are subject to supervision orders, truanting from school, or felt likely to indulge in crime, the majority of those attending the youth clubs are in similar circumstances, many having previously rejected other overtures. Regular interchange of staff and a shared management team are, therefore, deemed essential to the success of both arms of provision. Another significant ingredient—the involvement of large numbers of adult volunteers in working with young people—is, perhaps, of even greater mutual benefit and serves as

a model of youth work in a disadvantaged environment or, indeed, in any community context.

11.4 Involvement with Ethnic Minorities

11.4.1 The assumption that the needs of young people from ethnic minorities constitute a special claim on youth service attentions is probably not as prevalent in Wales as it is in other parts of the United Kingdom. All counties have a scattered immigrant population (of Chinese and Vietnamese, for example) but only districts of south and east Wales have significant numbers of people who have themselves come or whose ancestors came from the West Indies, parts of Africa or the Indian sub-continent. This localisation, combined with the established character of many communities, has allowed much of the youth service to remain sheltered from many of the symptoms of alienation and discrimination and from the need to consider alternative provision.

11.4.2 Individual young people from many ethnic minorities are among the predominantly white membership of several youth units and attend courses or competitions. Physical appearance apart, there is little to distinguish these members from others. Some prove to be natural leaders, others (the Vietnamese) share skills in return for help with their spoken English. Multi-ethnic youth groups have also emerged from outreach work in mixed communities. Although a few staff prefer to do nothing that would draw attention to differences in race, others, despite apparent harmony, feel they have an opportunity to help counter racism and are not afraid to bring the matter into the open. Some other youth workers, notably those in voluntary organisations, are conscious of their responsibilities in this regard but find the subject virtually impossible to tackle when members have no direct contact with people of other races.

11.4.3 A youth centre with an 80 per cent black or mixed-race membership, situated at the heart of the community it serves, also pursues a policy of integration with emphasis on increasing young people's self-esteem, promoting care and concern for others and instilling a sense of socially acceptable behaviour. In the course of an evening, members tend to come and go rather than stay at the club and, although activities are available, the essence of the work is the counselling of both young people and members of the community. Despite considerable success in persuading members to participate in county events, there is difficulty in creating experiences which will help them to cope outside their immediate environment. Visits to other centres are successful insofar as they familiarise one membership with another, but it is doubtful whether the ingrained attitudes which exist among young people of different urban communities irrespective of race are moderated.

11.4.4 It is possible that contact among racial groups could be strengthened were youth centre catchment areas, sketched out by one LEA at some time in the past in a bid to alleviate tensions, to be abandoned gradually. As it is, the membership of one youth centre on the campus of a school reflects neither the school roll (around 30 per cent ethnic minority) nor the composition of the community.

11.4.5. Clearly, integration is not the answer for all ethnic minorities, particularly where they have created a discrete identity within a neighbourhood or where they have allegiance to cultural or religious movements. A few strategically placed youth units, for example, conspicuously fail to attract any of the young

people for whom they are intended, especially those who originate from the Indian sub-continent. Unfortunately, this situation appears to have been accepted without recourse to further study or consideration of alternatives.

11.4.6 In practice, however, some ethnic minority communities are developing self-help schemes. These might be artistic, sporting or spiritual in expression, but the norm is for young people to be included within a whole neighbourhood response rather than segregated on the basis of age. It is encouraging, therefore, to see youth leaders and community workers in more than one area adapting to these circumstances and attempting a combined approach.

11.5 Contribution to the Culture and Language of Wales

11.5.1 Although there are signs of statutory and voluntary bodies becoming more aware of the need to develop a Welsh dimension to their work, save in the case of two providers, the role of the youth service in relation to Welsh culture and language remains one of the more neglected areas.

11.5.2 While it is, perhaps, not unexpected that many youth units in English-speaking districts feel Welsh culture and language to be of small communal relevance, it is somewhat surprising to find that so few in linguistically mixed or, indeed, in Welsh-speaking areas have developed a Welsh character. Some of the reasons for this seem to be external to the unit, others not. In one West Wales club, for example, the youth worker habitually addresses members in Welsh, but most answer in English; in another, though encouraged by the staff, members refuse to speak any Welsh. The explanations advanced by the young people themselves illustrate the extent to which the media influences their social use of language. In view of this, it is a matter of concern that some Welsh-language clubs appear to be exposing young people to anglicising influences in a careless way. Notices are frequently in English only, posters rarely reflect anything connected with Wales, and it is unusual to see Welsh-language equivalents among the records, tapes and teenage magazines available.

11.5.3 It is frequently explained by statutory and voluntary units that they work through the medium of English in order not to exclude newcomers to Wales from their activities. Elsewhere, however, the position is approached otherwise. One Welsh-speaking club makes few concessions to the monoglot English-speaker but shows extra concern for learners, closely monitoring their integration and their language progress; a uniformed organisation undertakes bilingual teaching to accommodate the wishes of individuals, and a Church youth group which uses Welsh offers the occasional translation for members who might be having difficulty understanding.

11.5.4 Within the YFC, which has a 44 per cent bilingual membership overall,[20] the three Gwynedd federations have operated in Welsh since their inception. In one club the young people show themselves to be deeply aware of their roots, and the quality of the spoken word, in richness of vocabulary and idiom, is very high indeed. Some members have written a script about William Jones, Nebo, the poet, are associated with the Papur Bro and are involved in poetry classes and competitions. However, prior to the appointment of an officer to develop a bilingual approach, the services offered this and other Welsh-speaking clubs were not at the level available in English. Now the majority of written material emanating from the Welsh headquarters is produced

[20] 1979 figures.

bilingually, training programmes are conducted in both languages, and there is more use of Welsh in events. The bilingual Eisteddfod has a Welsh-learners section and, in the drama competitions, many clubs choose recently written Welsh plays, some of them particularly appropriate as they reproduce the speech rhythms, dialect and, to some extent, the concerns of the areas involved.

11.5.5 A three-year YFC heritage scheme inspired 49 projects, some compiled by individuals, others by clubs as a whole, which included an audio-visual record of rural crafts and community life, club histories, the collection and recording of field names or local dialects, and practical work such as restoring old implements. These were exhibited firstly at the 1981 Royal Welsh Show and later at the National Eisteddfod and in libraries throughout Wales. In addition, the YFC supports the Welsh Books Council's Open Youth Competition and is associated with each National Eisteddfod through fund-raising, the presentation of awards, and manning a stand.

11.5.6 The aims of Urdd Gobaith Cymru are related specifically to promoting the welfare of Wales and its language and culture (3.6 and 3.9). Reference has been made to the Urdd National Eisteddod (10.2.54—10.2.55) which serves as a focus of activity in the movement. An important feature of this and area eisteddfodau is the encouragement given to Welsh-learners through special competitions arranged to help the development of language skills. Both these and the language activity courses at Glan-llyn and Llangrannog[21] are invaluable in helping to stimulate the work of youth organisations and schools. The contribution of the residential courses in terms of everyday living experiences through the medium of Welsh is also of consequence.

11.5.7 Leaders of the aelwydydd (the community-based branches of the Urdd) refer to the importance of enabling young people to talk and express their feelings through the medium of Welsh in an informal social or activity context. In this regard, the contribution and Welsh atmosphere of one urban aelwyd with a membership of 50 young people from a wide catchment area is significant. Whereas the Friday evening meetings were once viewed solely as end-of-week relaxation, recent consultation with members has brought greater variety and more cultural activity (such as drama groups, a choir, folk-dancing and visits by Welsh pop-groups) into the programme. Conversations overheard during an evening indicate more use of Welsh words and idioms than is usual in a predominantly English-speaking community. Speech also flows easily in discussion groups and the mix of dialects and tones reveals a spread of native speech amongst members and its fusion with the language of fluent learners.

11.5.8 There is less evidence of the contribution of the aelwydydd to linguisitic development in some other situations. In one, loud music prevents natural social exchange: elsewhere, films are shown but opportunities for discussion are not utilised, and other units are primarily engaged in sports which require minimal use of language by participants. Membership of one branch is largely taken up by non-Welsh-speakers most of whom are not interested in using or learning Welsh. Many aelwydydd are as much the local youth club as part of a Welsh-medium youth movement, but several have yet to come to terms with their dual function. Moreover, it is noticeable that music, recitation, choral and other aesthetic activities tend to be concentrated in the spring and summer terms when rehearsals for the eisteddfodau are in progress. By comparison, the autumn programme lacks variety and balance. It seems

[21] A Report by HM Inspectors on Welsh-Learners' Experience at Llangrannog and Glan-llyn Camps was published early in 1983.

important that some cultural activities which can involve all members be offered throughout the year.

11.5.9 Numerous examples of community groups formed as a direct result of Urdd and YFC members' awakened interest in drama, choral music, folk-dancing and singing, and other amateur entertainment lend weight to the argument that the application of Welsh in voluntary, own-time pursuits is critical to the maintenance of the language and culture. It seems imperative, therefore, that not only these organisations but other statutory and voluntary providers review their strategies in order to establish contact with more young people whose use of Welsh would otherwise be confined to the experience of schooling, and to exploit the potential for linguistic and cultural education within youth work.

11.6 Response to the Needs of the Unemployed and other Young People aged 16+

11.6.1 The diminishing attendance of young people aged over 16 has, for some time, been causing the youth service to question whether its provision is adequate to their needs. Some responses are of long standing. The YMCA, for example, takes social education into the workplace with its weekly sessions and residential courses for young apprentices and there are separate units, some mixed or combined, for older members of the Scout and Guide movements. Recently, however, there has been renewed deliberation about the causes of the decline and about possible alternative methods.

11.6.2 The BCW has set up a network of senior members' clubs which give boys the chance to create their own programmes and to raise funds to pay for any larger-scale activities, such as outdoor activity training, in which they wish to participate. A more extensive project, funded by the Welsh Office and managed by a voluntary-statutory committee, is seeking to undertake research into all youth work provision for the over-16s in a given area, follow up ex-members of youth units and MSC schemes, and make contact with various providers. It is hoped to identify examples of successful practice, highlight particular needs and support a wide range of new initiatives including work with young people, such as teenage mothers, not normally reached by the youth service. This strategy is intended to test out assumptions and methodology and, ultimately, to provide information of use to others.

11.6.3 Early indications from this work endorse survey observation: units which currently have a substantial number of older members are inclined to be those which emphasise supported self-programming, opportunities for responsibility both within the unit and outside in the community, and challenging activities. Additionally, in some the age span is not wide and in others older members are able to meet as a group for part of the normal hours, later on the same evening or at other times.

11.6.4 Over the last few years, general considerations about this age group have tended to become obscured by the immediacy of the needs of the young unemployed. For some time before most special programmes were devised, youth workers had been finding it necessary to counsel members who were unemployed, many of whom began to call into centres during the day. The existence of other provision has not absolved the youth service of this responsibility, rather it appears to have added to the range of support required. Many youth workers are now providing information on schemes and helping members make choices, and assisting those who become disillusioned

with what they are doing or with life and unemployment in general. Lending a hand with form-filling, practice for interviews or budgeting, and acting as a link with other bodies, including careers officers, job centres and housing authorities, may also form a part of everyday youth work. Some personnel are beginning to find that, when young people finish their temporary programmes, it is particularly necessary to try to sustain motivation by helping them plan their use of time. The Duke of Edinburgh's Award has acted as a catalyst in one or two instances. Elsewhere, members have been given responsibilities such as editing a club newspaper and running a junior section. Others have been offered advice on starting their own businesses. Practice of this kind demonstrates the importance of the youth service retaining links with older members.

11.6.5 Unfortunately, although many youth workers are conscious of the need to work in this way, a number are insufficiently acquainted with the education and training alternatives for the 16+ age group and lack understanding of the complementary opportunities and encouragement they can provide. This is possibly one of the reasons why the contribution of the youth service is so often underestimated and why, when youth centres came to be used as bases for social and life skills courses run by other agencies, youth service expertise was rarely tapped. Nevertheless, many youth workers continue to make a useful secondary input by housing courses, workshops and offices connected with various programmes, by transporting young people to provision organised by others, by accepting work placements and community projects, and by utilising teams in renovating premises.

11.6.6 Several youth work strategies initiated by LEAs or individual units have evolved during the period of the survey. Among these, 'drop-in centres' in their many forms are the most numerous. In all parts of Wales, there are examples of LEA youth centres and the larger premises of voluntary organisations (YMCAs, for instance) being opened in the day for informal use. Sometimes the hours are regular, more often access to facilities is available only when the youth worker in charge happens to be there. Other centres which began in similar vein found there was a tendency for those attending casually to want to do more than pass their time and, hence, a need to offer something more purposeful. Occasionally, the programme is decided by the youth worker but, increasingly, approaches are being tried out in consultation with whoever comes. Activities developed in this way have included hobbies groups, creative arts, community service, physical activities, music (including forming pop-groups), video photography, community newspapers, home decorating, driving lessons, and residential experiences. In one centre the group has formed a young unemployed association in order to secure funds for a programme of community work and excursions, while another wanting to build a boxing gym has had to learn and use a wide range of skills. Elsewhere, there has been a successful application to the MSC for the appointment of staff to work within a district, consulting young people about community needs and offering them the opportunity of using a centre's facilities. A few centres have basic literacy groups which are attracting young people dissuaded from other provision by their lack of confidence. Especially noticeable, though, are the counselling techniques used in one centre. Faced with problems of boredom, money worries, job hunting, being unemployed, relationships at home, and crime, the youth worker in charge causes young people to explore the issues in great detail and to look closely at themselves so that they begin to think positively not only about immediate solutions but about enhancing the quality of their life in general.

11.6.7 A further set of 'drop-in centres', established as a result of urban aid funding, has enabled one authority to offer a range of opportunities for both young people and adults. Despite their concentration on recreation, some of the leisure and community centres involved are making use of daily events such as telephoning, shopping, telling the time, managing money in the coffee bar and cooking snacks, in order that a considerable amount of life skills teaching and learning might take place.

11.6.8 When another urban-aided centre first opened during the day, no-one came, so the staff went out in search of young people. Gradually, they and other members of their families began to call in. Initially, most of the efforts of the staff and young people were expended on decorating and fitting out the neglected three-storey building as a multi-purpose community centre. This necessitated going out into the neighbourhood to secure donations and decorating and building materials. Such contact, combined with the visible achievement of converting an inhospitable shell into quality premises, appears to have been pivotal to the development of participants' self-esteem. The activities of the centre (referred to also in Chapter 10) include art, photography, music, table games, producing a centre news-sheet and a local hospital radio programme, films, keep-fit, and discos. A comprehensive programme of outdoor sport, visits and holidays is at the planning stage. It is evident that relationships with the community are being maintained and continuously built upon. Although this is not the only centre for the unemployed to emphasise community involvement, some of its more notable features, such as young and old working together on projects, older men teaching young people to play snooker, and the use of unemployed young people as members of staff, are not widely replicated.

11.6.9 A few drop-in facilities appear to lack purpose and to serve as little more than a temporary palliative for boredom, but it is clear that others represent examples of good youth work practice. At best, they provide structure to the day, a supportive environment where young people can meet away from the pressures many of them feel subjected to, a range of experiences which includes challenges and requires sustained effort, and the opportunity to exercise choice and to practise decision-making and responsibility. Young people hint at the ways in which this has helped them discover talents and develop skills (including literacy and numeracy) and some exhibit considerable confidence and sense of purpose.

11.6.10 Although the need for more resources is advocated frequently, certain anomalies suggest that more could be done if greater flexibility and some restructuring were allowed. Some youth workers are being stretched to their limits in order to meet day-time and evening commitments, while others nearby appear to have few responsibilities in the day. The allocation of personnel to some specially funded centres seems to take insufficient account of the need to work with young people individually or in groups, whereas staff in similar centres are relatively under-occupied. Moreover, alternative use of centres restricts available space in some cases; many full-time centres are geared to evening openings only; the use by the unemployed of centres on school sites is prohibited in some authorities, and occasionally there is a conflict of values between day-time and evening provision.

11.6.11 There are also difficulties in establishing and maintaining a clientele which is often drawn from those who do not wish to participate in more structured schemes. Many centres are aware of the need to market their wares but even saturation publicity makes little impact in some areas. There is reason to

suppose that young people can become involved more easily if they are already centre members and day-time initiatives grow from club practice, but others obviously find it very difficult to come in on their own. References to acquaintances who have got into the habit of doing nothing and seem unable to stir themselves into breaking their cycle of inactivity are common. Moreover, girls are in a one to five minority and, on the evidence of workers who have been out to find and cajole them, it seems likely that their being at home is readily acceptable to parents and, indeed, that they find some satisfaction there.

11.6.12 Recruitment for the social and life skills courses run by youth service staff is usually as a consequence of young people's enrolment with one of the MSC-sponsored community services agencies. Each youth centre develops a programme of six to 10 full-day sessions in consultation with the scheme coordinator, some concentrating on social and life skills, others on outdoor activities or community work. One offers a mixed programme of group work, physical education, arts and crafts, domestic subjects and outdoor activities, aiming to achieve progression in various skills and in self-assurance. Some useful games have been developed as an aid to discussion and the use made of the video camera is often quite outstanding (see 10.1.12).

11.6.13 The evidence of video recordings makes it impossible to dispute the personal and social growth which can accrue from such courses. However, there is a tendency for these day and residential experiences to be tacked on rather than forming a coherent part of the total programme. One residential course, for example, achieves much in terms of attitude change, self-discovery and learning to live with others (see 10.4.21), but it is possible that learning opportunities are missed, particularly in the early part of the week, because the group has not previously met the tutors and the young people are not involved in the preparations.

11.6.14 There have been a number of attempts by youth workers to help establish community workshops or cooperative ventures such as market gardening, but problems have often proved insuperable. The Prince's Trust, which is willing to assist with projects needing a small injection of funds, has supported some self-help schemes and provided training bursaries. In addition, monies have been made available for young unemployed people to join in activities and undertake various forms of service to their community. Some sponsorship has been much larger in scale. The Mid Glamorgan youth service is associated with the Community Services Agency and the Centres for the Unemployed which operate under the aegis of the LEA. In South Glamorgan, youth service personnel were instrumental in the establishment of South Glamorgan Youth Opportunities Limited, which previously undertook most of the temporary programmes in the area, and latterly in creating centres for the unemployed. There are also several branches of Community Industry within Wales. This operates under the aegis of the NAYC and pre-dates YOP, having been designed to offer experience of a working environment to recruits with low academic ability or disadvantaged backgrounds.

11.6.15 With lengthy experience of groups which include the less able and the apathetic, Community Industry can take these factors into account when planning its work—for example, basic education forms an integral part of the activity of teams engaged on building projects. However, all schemes, centres and courses provide some insights into the particular needs of young people who are unemployed and the problems they present. Staff are finding that many are interested only in getting a job, yet they are not in a position to

provide one or to offer developmental experiences which replicate those of being at work. This, combined with young people's behavioural idiosyncrasies and personal troubles, makes it difficult for less experienced personnel to be sure about their goals, to pitch expectations at an appropriate level, to match and adapt methods accordingly, and to ensure that each individual is encouraged. Moreover, some are quickly learning that groups need to be kept small and that interest wanes if there is too long a gap between suggestions and the introduction of activities. On the other hand, well established youth leaders mention that involvement with young people in smaller groups and with greater intensity than usual has required them to try new approaches and brought them to a fresh understanding of their work.

11.6.16 Although interesting practice is emerging in individual locations, responses have been retarded by inadequacies of organisation. The necessity for speed has sometimes caused aims, objectives and methods to be imperfectly thought through by providers and inbuilt evaluation or training opportunities for staff to be overlooked. Where there has been an attempt at appraisal and where appropriate training is offered, a cross-fertilisation of ideas and solutions to problems has been possible and valuable lessons have been learned.

11.6.17 Of rather more concern is the lack of overall structure. Financial limitations have undoubtedly curtailed action but, in some areas beset by unemployment, discussions about the youth service contribution are still in their infancy. Elsewhere, although much of what is happening is small-scale, it does not appear to form part of a planned and coordinated approach to the problems presented by unemployment.

11.6.18 The ad hoc nature of much of the provision has made it more difficult for the youth service to establish itself amid the plethora of schemes, especially as youth work objectives do not, alone, meet MSC criteria for funding. Although the YMCA is establishing relationships with employers whereby it will provide the off-the-job component of the new youth training scheme (YTS), in general the youth service has not been included as a partner to the extent which might have been envisaged. Indeed, in developing their responses to YTS, many LEAs appear to have forgotten the expertise in participatory learning, residential courses, counselling and staff training, and the accumulated knowledge of young people available within the youth service. Or, perhaps, they find it difficult to work out how this might be integrated into the scheme. For this reason as well as for general clarification, reiteration of what the youth service's role is and detailed definition of what its role might be appear to be timely.

12. OVERALL PROVISION

12.1 Preceding sections have illustrated both the variety of experiences made available to young people and the sorts of personal and social growth which can occur. However, description and assessment of its parts do not provide an altogether adequate picture of the contribution of the youth service. This is partly because the process of youth work relies on a mixture of experiences, partly because the richness of some offerings and the poverty of others can disguise or distort the overall scene. This chapter, therefore, discusses practice

at unit, area and providing body levels in terms of the more general aspects of the findings.

12.2 An air of expediency hovers over much provision. Although some units recognise the necessity of understanding supposed developmental needs and those expressed by young people themselves, the majority do not appear to conceive their programmes with particular needs or with personal and social learning in mind. Furthermore, where appreciation of the educational potential of youth work is in any way deficient, it is difficult for personnel to maximise the opportunities to facilitate personal growth. There is thus a tendency for aims to be unclear, for types of experience provided not to match philosophical expressions, for handbooks to be followed without real understanding of underlying purposes, and for programmes to mirror the constraints of facilities and staffing. More disturbing is the occasional assumption that ad hoc programming is sufficient. The style of youth work might be informal as compared with some other provision but it has as much, if not more, need to plan its curriculum as any sector of education.

12.3 In a comparatively few situations, the programme is a carefully considered sum and mix of experiences. Here, youth work practice provides a variety of social education by creating the ethos for the formation and development of relationships, by promoting activities which both cater for committed participants and help members to develop skills and find new interests, by arranging opportunities outside the unit, by encouraging young people to become involved in their community and by facilitating participation. Unfortunately, it is more usual to find work which, though broadly speaking competent, lacks the necessary lustre, variety, range and balance.

12.4 Some organisations simply provide a meeting place, some recreation and the opportunity to relate with peers. A few examples are characterised by experiences which are limited, repetitive and dull. On the other hand, where there are variations in the methods used, occasional highlights and some novelty, it is obvious that the social dimension of youth work can yield important educational returns. Nevertheless, there are youth clubs where programmes stop short at this, sometimes, it is claimed, because large numbers preclude other activities, or else because alternative strategies have been disregarded.

12.5 It is especially disappointing that essential elements are frequently either missing or offered only sporadically. Units which are unwilling to be outgoing not only deprive young people of the opportunities of coming into purposeful contact with the community and of having fresh experiences in new locations, but also deny them access to many related experiences. The incidence of member involvement in decision-making processes and running the affairs of the unit is, with notable exceptions, very low. Although, as indicated earlier, some implications of this kind of participation have yet to be worked out within the youth service system, it remains necessary for units to be alert to, and less tentative about, its possibilities.

12.6 It is frequently maintained that many activities have lost their appeal in the recent past and that it is virtually impossible to sustain continuity in what is offered. The challenge is not disputed, nor are the extenuating circumstances of inadequate accommodation, equipment or staffing appertaining in some cases. However, the picture which emerges in many club contexts is disturbing. Even where specialist spaces are available, some clubs seem unable to involve members in activities other than social amusements; some are unduly biased

towards physical pursuits[22]; some cater for the committed participant excluding those whose interest might be more casual; some give undue emphasis to competition; and some see activities as ends in themselves rather than as tools in a learning process. More generally, even though many units have been offering the same diet for years, standards are unexceptional and disproportionately small numbers have the opportunity to take their skills beyond the introductory level. Yet there are units, both statutory and voluntary, whose changing array of activities, even when small in scale, invites participation, where the recreational preoccupations of members are used as starting points to encourage them to sample new things and where an easy flow between the social dimension and activities is contrived. Moreover, when the pattern of instruction is varied to accommodate 'taster' sessions, differing degrees of competence, individual and cooperative effort, and self-originating groups, it is noticeable that young people can more easily join in and develop their skills to a satisfying level. Several organisations also demonstrate that it is possible to achieve a profitable blend of activity for its own sake with the other opportunities for social learning and growth it presents—joint planning, task allocation, cooperation and language development, for example.

12.7 Scrutiny of the work of individual units over a period reveals a number of approaches to programming. In a minority of situations, there is little evidence of preparation and the programme is decided entirely spontaneously on the night. Others map out a schedule for a week, a month or longer period to give a sense of movement and anticipation. Usually these take the form of a list of activities (Table 44) or a note of events or the focus for a particular evening (Table 45 I). Indeed, the examples in Table 45 indicate a good mix of experiences with the major elements—social activity, community involvement, broadening horizons and participation—present in each and a commendable balance overall. This is also achieved to a greater or lesser extent by those organisations which work to handbooks or manuals. Over a given period, for instance, the work of a Guide company will include eight areas of experience: character, fitness, creative ability, mind, relationships with people, service, homeskills and out-of-doors.

12.8 The structure of an evening also varies markedly (Table 45 II). Uniformed organisations work to a set format and the normal YFC pattern begins with a business meeting, includes a talk or demonstration and concludes with a social period. Some of the units operating on more than one evening attempt to change the character of each night by substituting one or more of the elements; several divide the evening up to give each part a different flavour. A few clubs progress from structured activities, to 'free' time and thence to a communal activity, such as a quiz, discussion or a game, which the staff and members can enjoy together.

12.9 The programme of uniformed organisations in particular is geared to provide individuals with incentives and means to chart their progress, using badges and awards to mark achievement in various pursuits and responsibilities (see Table 46). However, other schemes available can also complement a unit's

[22] To illustrate the point, it is useful to consider data from LEA units (Table 43). Although some physical activities such as pool, table tennis, darts and snooker have a regular place, most also offer sports as part of the programme. Other activities are less well represented: 46 per cent (83 per cent full-time and 40 per cent part-time) have arts and crafts, and 25 per cent (73 per cent and 18 per cent) engage in diverse cultural activities. In less than 20 per cent overall is it possible for young people to undertake domestic arts, outdoor pursuits or a Duke of Edinburgh's Award. The emphases show up even more noticeably when the actual number of instructional groups is listed. In 1980/81, for example, one authority paid instructors for a total of 428 physical activity, 19 domestic arts, 188 arts/crafts and allied subjects, 44 cultural and five outdoor pursuit groups. Even in centres with relatively balanced programmes (Table 44), analysis shows the total of physical activity groups to exceed that for all other pursuits.

curriculum and enable young people to build up their own package of activities and work towards an assessment which recognises both application and attainment.

12.10 The Duke of Edinburgh's Award Scheme, for example, is designed for use by all agencies concerned with young people or individuals not attached to any organisation. Its four sections (Table 46) are intended to complement one another and combine into a balanced programme reflecting aspects of young people's developmental needs. Within these, participants are afforded a wide choice and each is assessed on progress, perseverance and achievement. Although the scheme usually attracts only a minority of the membership, mostly for the Bronze Award, and not all participants appear to be adequately stretched, its contribution to the work of a unit is often significant. Youth workers speak of an increase in young people's self-reliance, ability to cooperate, awareness of their own potential, and understanding of the community. Those involved mention enjoyment, challenge, new experiences, discovery of interests, a first taste of success and different kinds of relationships with adults. A great deal of support and guidance from coordinators of groups, instructors and assessors is central to the scheme. This is one of its strengths in that it causes links to be forged between young people and skilled individuals who might have no other contact with the youth service, between statutory units and the voluntary youth organisations which provide training for the service section, and between the youth unit and the community. For all these reasons, it is a pity that the scheme is not more widely used or, indeed, that the syllabus is not seen as a resource for programme ideas. The provision of part-time area award coordinators, established in one LEA, merits consideration elsewhere.

12.11 A variety of other supplementary opportunities are mounted by LEAs or by the parent bodies of voluntary organisations. It is clear that a great deal of organisational and administrative effort, particularly on the part of youth officers, is expended in this direction. The rationale for this lies in the belief that inter-club activity is worthwhile, that unit programmes require a focus, that, particularly in rural areas, there should be greater breadth in the experiences offered than can be present in one organisation, and that there are certain needs which cannot readily be met in one setting alone.

12.12 Although combined activities include joint events, activity courses, senior member courses, festivals and international visits and exchanges, the greater part of the work is mediated through competitions (Tables 47 and 48). The general competence of their management, the acceptable atmosphere achieved and other pleasing aspects, such as assessments which take preparation and teamwork into account, have been noted in previous sections. It is also clear that many young people gain a great deal in terms of sharpening their skills, having to be reliable and relied upon, and from exposure to the tensions, delights and disappointments of a competitive situation. Except in a few cases, however, greater emphasis could be given to the involvement of young people in the organisation and in the choice of teams, particularly as the numbers involved in some competitions are relatively small. Moreover, while some units seize the opportunity to draw in new members and to nurture individuals, it seems that members' growth is not a matter uppermost in the minds of many team selectors. If, as is suggested, competitions and the preparation for them exert a formative influence on the nature of work with young people, the preponderance of sport in the LEA programmes (Table 47) gives cause for concern. Featuring activities in events will not always encourage units to adopt them, but there is some evidence of a correlation between art and cookery

competitions and a higher than average incidence of such groups in LEA clubs. Further consideration might be given, therefore, to the use of competitions as a means of stimulating other interests including those which appeal, perhaps, to the less physically adept and to girls. With balance and variety in mind, overall programmes at area, county, national or parent organisation level require constant scrutiny. In this respect, it is regrettable that the role of specialist centres does not appear to have been sufficiently developed. The practice of taking experts into other centres to demonstrate, to talk, to enthuse and to teach, and of training personnel to continue activities in their own units could have longer-term benefits than many of the current efforts to inject new ideas.

12.13 Content is not the only variable to be considered. There are a number of other pre-requisites to effective learning and growth through the medium of youth work. Among the most fundamental are positive attitudes. Youth service personnel are, without exception, concerned to build good relationships with members and to create an atmosphere of caring and belonging. Paradoxically, however, many combine these intentions with low expectations of young people. Clearly, some young people can be more readily motivated than others, but it is disappointing to find so many assumptions being made about the calibre of certain young people which, by implication, limit youth work options before capacities have been tested. A few initiatives, including some with the young unemployed, show what can be done, often by listening and responding to the cues young people themselves offer. Despite the virtue of many of the methods described, the impression persists that more learning opportunities are being missed than are being capitalised upon. Youth work is essentially experiential but the repertoire of techniques being utilised in most units remains lamentably narrow and young people are given too few chances to examine and discuss what they have been doing. Sometimes, also, there is imperfect understanding of the messages transmitted and the values endorsed by the unit and how these assist or detract from objectives. On the other hand, there are units—not exclusively uniformed ones or others with a Christian purpose—which monitor the values inherent in their programme and institutional style and are concerned that these, and worker expectations of members, are consistent.

12.14 The quality of youth work must be dependent ultimately upon the deployment of specific pedagogic and organisational expertise on the part of youth service personnel. Intuition, enthusiasm and endeavour go a long way and there are instances where more is taking place than is articulated by the youth worker. However, as indicated in Chapter 7, the best composite practice is generally achieved where aims have been identified, translated into experiences and assimilated into the programme; where the unit team has developed agreed objectives, values and strategies, has defined tasks and has worked out a coherent approach; where staff deployed in a variety of roles fully appreciate the skills required of them; and where there is adequate preparation and attention to detail—provided, that is, the youth workers really want to be with young people and that their actions show this to be so.

12.15 Although it is not always clear under which principles the various parts of the service are operating, it is possible to deduce that the expectations of youth officers as regards youth work practice are not altogether realised. In other words, some offerings do not chime with published aspirations on behalf of young people. Perhaps, however, it is not fully appreciated how fundamentally past and present decisions and actions by providing bodies circumscribe the work which takes place. There are for example, instances where counselling, group work and participation are held to be key elements, but institutional forms, premises, or organisational style do little to facilitate practice. Lack of

continuity and inflexible employment arrangements can also prove detrimental.

12.16 Resourcing by many providers accords with stated priorities but mismatches are not uncommon. There are cases where importance is attached to work with the handicapped, the unemployed or the rurally isolated but little finance is applied in these directions. Indeed, it is disturbing to find that response to the needs of such groups is so uneven. This is not to imply that all parts of the youth service should tackle everything, rather to emphasise that some LEAs and organisations have been unduly slow to evolve a considered approach to special needs (see also Chapter 11). If the youth service has, as it claims, a unique contribution to make to the personal and social development of young people, it ought to be not only alert to changing needs but alive to their implications for policy and approaches as a whole. However, despite the flexibility demonstrated by some providers in adapting the context and guise of their youth work to meet changing circumstances, taken as a whole, Wales appears to have been less ready than other parts of Britain to explore alternative means of working with young people and to experiment with modes of delivery.

12.17 The arbitrary nature of many new initiatives reflects a more general inadequacy. Although no provider could be described as complacent, it is not the norm for needs, objectives, priorities, content and methodology to be considered on an area or LEA/parent organisation basis. This means, among other things, that essential questions about how needs are uncovered and transposed into practice, about notions of disadvantage, about balance, and about rationalisation are imperfectly explored and that defects are allowed to persist. The subject of inter-relationship of provision is returned to in Chapter 13; suffice it to say here that whereas, in some areas, curricular balance is maintained with LEA units concentrating on recreational and physical activities and some voluntary specialisation in language development and cultural pursuits, the duplication or the lack of choice elsewhere indicates the necessity for provision within an area to be weighed as a whole. Particularly disappointing in this regard is the minimal amount of monitoring and assessment (see also 4.35) and, hence, the absence of systematic means to test practice against objectives. Unless, as a matter of priority, the service develops mechanisms for continuous evaluation, it will not be well-placed to undertake the necessary review or to build on its achievements.

Part IV

13. INTER-AGENCY RELATIONS

13.0 Much of the evidence contained within preceding chapters—particularly that concerning current needs, range of opportunities and utilisation of resources—points to the desirability of a cohesive approach to the planning, provision and evaluation of work with young people. The survey period coincided with some movement towards this in statutory, voluntary and inter-professional spheres.

13.1 Statutory-Voluntary Partnership

13.1.1 Widespread recognition of the major contribution of voluntary youth organisations and assumptions that statutory and voluntary provision is, or should be, complementary have become enshrined in the image of the youth service as a statutory-voluntary partnership. All LEAs and voluntary organisations in Wales can be said to subscribe to this tenet and references to 'an integrated approach', 'fostering cooperation' and 'closer relationships' feature in many policy statements. However, actions within both sectors show wide variations of kind and degree. (Contexts are summarised in Table 49).

13.1.2 All LEAs exercise their discretionary powers to give financial assistance to voluntary organisations but, as was made apparent earlier, they do so to varying extents. Thus, for example, two authorities contribute 100 per cent to the salaries of the YFC organisers, whereas others donate much less and are tending to hold payments at 1978/79 levels. Other grant-aid, including that for part-time staff, is similarly variable. It is disturbing to find that, in some counties, contact with voluntary organisations is restricted to those in receipt of grant-aid and that many LEA officers feel that, as financial support to groups diminishes, so does their need to make contact. Yet despite this funding-based perception of partnership, voluntary organisations do not appear to be rendered accountable to LEAs for the resources placed at their disposal.

13.1.3 Other support in kind to the voluntary sector has come, traditionally, through free or subsidised use of LEA premises but, again, there are disparities. Voluntary organisation use of youth centres is greater in the rural areas but in one authority use of school buildings is confined to set nights and weeks unless full payment is made, and many LEAs are increasing charges for the use of specialist facilities. However, voluntary organisations continue to be able to borrow equipment and, in a few instances, to receive help with purchasing items through county channels.

13.1.4 In five authorities, representatives of voluntary organisations sit on statutory

committees and, throughout Wales, voluntary sector personnel are included in area meetings or centre users' committees. Observations and minutes suggest, however, that although a great deal of information sharing, arranging of events, and mutual support can take place, little of the discussion is related to joint policy-making and planning. Most promising in this respect was the 1980/81 West Glamorgan working party on youth service aims and objectives. Here, voluntary organisation members were in the majority and discussions began to identify not only needs and purposes but sets of priorities and the contributions each provider could make. Further work of this kind appears essential if there is to be a corporate approach to meeting the needs of young people.

13.1.5 Officers and some youth workers make advisory visits to voluntary units and attend meetings of district and county committees; some are also members of national councils or committees. While these contacts are appreciated by voluntary organisations, they are very time-consuming and need to be kept under review in the light of the many other claims on officer time. In some instances improved strategies appear necessary. In one town in North Wales, for example, three youth centres — one LEA; two voluntary grant-aided — operate in close physical proximity to, yet in total isolation from, one another. The memberships represent a minority of the local youth service age group and have apparently divided according to social class, academic ability, first language and behavioural norms. This might not be questionable in itself but it does perhaps indicate a need for intervention to encourage combined discussion and understanding.

13.1.6 Events, competitions and projects such as youth exchanges provide a further vehicle for joint ventures, but there is some evidence of duplication of effort. Recent reconsideration of its programme by the WAYC has done much to alleviate this problem but there is scope for more cooperation between groups at a local level. Nationally, on the other hand, there are promising beginnings to statutory-voluntary preparations (in which young people are participating) for activities culminating in the International Year of Youth in 1985.

13.1.7 Most Regional Advisory Councils, in which capacity the WJEC acts in Wales, have a panel which facilitates discussion and statutory-voluntary actions in youth work. It is unfortunate that, for reasons of cost, the WJEC Youth and Community Work Advisory Panel (reconstituted in 1979 to include LEA elected representatives and officers, representatives of CWVYS and members from further and higher education, the careers service and the media) and its Resources and Training Working Groups met only a few times in late 1979 and early 1980. The Welsh Association of Further Education and Youth Service Officers (WAFEYSO), a professional association, Welsh Office Short Courses, and follow-up group meetings cannot be effective substitutes for a national statutory-voluntary body. It is noticeable, however, that these provide a forum for youth officers to meet together for discussion. What they do not furnish is a link between decision-makers in Wales and their counterparts in other parts of the UK. The insularity which results is unhealthy for the service.

13.1.8 Three authorities treat the full-time centre staff of voluntary organisations as full members of the staff team with considerable benefits in terms of communication and coordination. The only reason that other LEAs, including those which contribute most of the salaries, do not appears to be one of habit. Some review seems appropriate here.

13.1.9 Almost everywhere, training, with its common elements, is looked upon as a suitable medium of association and many LEA courses are open to voluntary

organisation participants. Two authorities have statutory-voluntary committees for training and another has taken statutory-voluntary partnership as a conference theme. Observations suggest that combined attendance at courses also does much to promote cooperation in the field.

13.1.10 In some local contexts, many voluntary organisations are content to relate to their own kind or to their parent bodies, involving themselves with the LEA only when directly invited or when LEA policies adversely affect them. While it might be incumbent upon the LEA to be the more proactive partner in respect of joint planning or in creating structures for association, the voluntary sector could, perhaps, give thought to the stimulus it could bring to certain aspects of the service.

13.1.11 Currently, evidence suggests that elements of rivalry between the sectors, a feared loss of independence and lack of shared values might be hindering progress towards improved cooperation, however essential it is deemed in the interests of young people. But although officers of both sectors concede that the term 'partnership' does not accurately describe the present condition, the situation is not an altogether discouraging one.

13.2 Cooperation Among Voluntary Organisations

13.2.1 Twenty-eight voluntary youth organisations are members of the Council for Wales of Voluntary Youth Services (CWVYS). A number of these, and a majority of the other voluntary youth organisations in Wales, are also members of the National Council for Voluntary Youth Services (NCVYS). The broad aims of both Councils are "to facilitate mutual support and cooperation between voluntary youth organisations, to provide a link between statutory and voluntary youth services and other agencies with a concern for young people, to establish a platform and focal point from which voluntary youth organisations can speak with a collective voice, and to represent constituents on a variety of national, regional and local bodies".

13.2.2 Originally set up in 1947 as the Standing Conference for Wales of Voluntary Youth Organisations (SCWVYO), CWVYS adopted its present title in 1974 to reflect trends in youth and community work and a desire to further the partnership with statutory services. From 1947 to 1974 SCWVYO—and subsequently CWVYS—was affiliated to the (then-named) Council of Social Service for Wales which provided office accommodation, administrative support and the part-time services of one of its community officers. Initially, its work was supported by the DES through an annual grant (£5,100 in 1974). In 1977, links with the Council of Social Services were severed and CWVYS now occupies its own rented offices in Penarth with the services of a full-time General Secretary and a part-time clerical assistant. Financially, the Council is almost entirely dependent on an annual grant from the Welsh Office (currently £22,248). Member organisations pay an affiliation fee related to their size and averaging £10 per year. Much of these monies is taken up by salaries, rent and administrative costs, so that only a limited amount remains available to the Council to initiate other activities.

13.2.3 Over the years, CWVYS has disseminated information on a wide range of youth issues, collated evidence required by central agencies including the Welsh Office, provided individual organisations and leaders with specific material when requested, and generally acted as a clearing-house for the voluntary youth service in Wales. With the help of a grant from the Welsh

Office, it has also produced and published a comprehensive directory of youth services in Wales. In addition, the General Secretary assists the combined Royal Trusts and involves himself in the work of the British Council's Youth Exchange programme. The Council is represented on a number of national bodies including the Review Committee for Headquarters Grants to Voluntary Youth Organisations and the Sports Council for Wales. There is a place for these kinds of servicing roles but they do not necessarily advance the primary objects of CWVYS.

13.2.4 Realisation of this has led the Council, through its Executive Committee, to set up working groups to consider specific issues and to debate matters of common concern, such as alcoholism, violence and vandalism, and handicap. Recent initiatives of this sort have led to the establishment of two projects, grant-aided by the Welsh Office, but administered and monitored by CWVYS—one concerned with young people aged 16+, the other with adult voluntary helpers. Both are in their early stages but it is pleasing to note the Council's concern in the second of these projects that work of this sort should not be confined to south-east Wales.

13.2.5 Another innovation has been the formation of a Development and Training Committee charged with implementing strategies devised by a special general meeting of the Council early in 1981. In particular, it has organised well attended conferences and exhibitions to enable its constituent bodies to inform one another and other agencies about their activities. The work of the committee is also intended to include the production of a quarterly magazine, periodic information packs and working papers, the identification of training needs, the coordination of responses to youth unemployment and the development of cooperation between the voluntary sector and other agencies.

13.2.6 The need for this sort of action cannot be disputed but it represents an ambitious schedule for a Council whose officers and representatives mostly work in a voluntary capacity and have other commitments. Currently, it appears that those willing and able to play a dynamic role are comparatively few. Significant progress will depend upon the active involvement of many more individuals and organisations.

13.2.7 Despite the tentacles of the development projects, another inherent problem is the detachment of much of this activity from voluntary units in the field. The Council needs to be wary that the existence of such a facilitating body does not lead to distorted assumptions about cooperation when, at other levels, the tendency for voluntary organisations to plough their own furrow persists.

13.2.8 Meanwhile, a separately constituted group, mainly representing the voluntary sector, is working towards the establishment of a youth building in Cardiff to house the officers of CWVYS, other youth organisations and project staff as well as an information centre, reprographic facilities and training resources.

13.3 Inter-Service Liaison

13.3.1 Youth services are also in contact with the many other agencies which together form the web of provision for young people:

i. other sections of the education system (particularly schools, adult education and careers)

ii. other local authority services (social services, health visitors, probation, cultural services, leisure)

iii. other local authorities (District Councils, Community Councils, the Police)

iv. national/regional bodies (Manpower Services Commission, Sports Councils, Associations for the Arts, Development Board for Rural Wales etc)

v. local and community organisations (voluntary service groups, sports organisations, industry etc)

vi. commercial provision

With such a plurality of communication, no one model of relationships exists but, if the interface is examined, several dimensions emerge.

13.3.2 Table 50 identifies the contexts of youth service liaison with other bodies as being principally associated with meeting the specific needs of individuals or groups, with areas of common concern, with use of facilities, and with joint ventures such as buildings, projects, activities and training. The first group are problem- or issue- orientated, the latter more related to tasks. There is reason to suppose that many initiatives are effective in meeting need—for example, the involvement of police in the work of many centres and the ready access afforded health visitors and careers staff in a few.

13.3.3 However, nowhere does a picture emerge of a corporate approach to the planning of provision or an attempt at rationalisation. Indeed, in respect of schemes for the young unemployed, there are cases of duplication of effort, of competition for available young people, and of staff skills and resources not being deployed to maximum effect, primarily because of lack of basic cooperation among the parties involved. Similar problems are being found to occur between LEAs and lower tier authorities over some Urban Aid schemes concerning provision for young people. Care needs to be taken to ensure that resources are wisely invested.

13.3.4 Conversely, there are cases of special funding in the face of urgent need not only enabling projects to get off the ground where previously there was a limited will or capacity to act, but also, in places, galvanising existing agencies into action. For example, one youth service day centre for the young unemployed has achieved remarkable cooperation with social services and health visitors. Here, all parties appear to see the provision as furthering their particular objectives and priorities as well as enabling others to achieve their goals. In this and in other similar examples of sound practice, the innovator was a youth worker.

13.3.5 Unfortunately, however, many youth workers view social service provision, especially Intermediate Treatment, and MSC programmes as invading their domain and claim that, in their turn, social workers and MSC personnel are unable to visualise their clients or trainees as voluntary members of a youth organisation. This illustrates, perhaps, why many possibilities for collaboration are not exploited and why some reciprocal arrangements seem to be more about preserving territories than about working cooperatively.

13.3.6 Again, what is missing is an overall strategy. For example, a jointly provided building in North Wales—housing youth work, adult education, leisure/recreation and community provision, social services and a library—apparently leaves each of the parties working in its own compartment with only accidental contact across boundaries. In other cases, local social workers and youth workers relate well but their superiors may not—or vice versa. With notable exceptions, luncheon clubs, which are often quoted as examples of good practice, appear too often to assume an identity of their own which distances them from practical issues and solutions.

13.3.7 The status of the youth service vis-à-vis other agencies, for reasons of statutory base or funding, is also relevant. Except when assisting community groups, the youth service is rarely in the position of an equal or senior partner. It tends, therefore, to be cast in the role required by others—for example, it provides facilities or joins in the work of committees. However, when the youth service is involved on a joint basis, for example in the Intermediate Treatment work in Powys and South Glamorgan, it appears to make a more significant contribution.[23]

13.3.8 Contact with adult education, community and leisure services is a widespread feature of the youth service. Relationships with the rest of the LEA education service are rather more tenuous. Those in charge of youth services protest that inflexible structures within the LEA militate against cooperation, that opportunities which exist at a higher level are not capitalised upon, and that when, for instance, strategies for the new youth training scheme were under discussion, the youth service's contribution was considered by most LEAs only as an afterthought, not as an integral part (11.6.18). These allegations are evidence of a vicious circle involving the youth service's lack of esteem and a failure of conceptual understanding within the education service. The youth service cannot help itself out of this situation unsupported.

13.3.9 One way forward could be in the arena of relationships with the schools sector. Given their shared clientele, related educational and pastoral objectives and, in many cases, shared sites, it is not surprising that the greatest volume of contact (Table 50, column 3) lies between the youth service and schools. Communication is reputedly beset by difficulties which appear to arise from lack of mutual understanding, perceived non-cooperation over individual young people, and misuse of one another's buildings. Dual appointments, youth worker involvement in schools, and the appointment of teachers as part-time youth workers apparently do little to ameliorate the situation. Full-time staff feel that their skills are not appropriately utilised and they and the part-timers tend to view their roles as discrete.

13.3.10 Yet the presence, in youth clubs and in day centres for the unemployed, of considerable numbers of young people of compulsory school age suggests that a number of benefits could derive from closer working relations. The need of both the schools and the youth service to relate their work more closely to the community offers a further basis for cooperation.

13.3.11 There are glimpses of good practice but many more examples of indifference. It is a serious matter that, in the many LEAs where most youth work takes place on school sites and where heads are responsible for the contribution of youth workers to the school curriculum, no-one is charged with ensuring discussion of possibilities or, where necessary, assisting others' appreciation of youth work methods.

13.3.12 The foregoing factors partly account for the youth service's style of inter-service initiatives—that is, for the reliance on personal and individual contacts on specific issues rather than structured relationships, and for liaison standing low on the list of priorities. It is frequently pointed out also that service boundaries are not coterminous, that the position of lower-tier authorities vis-à-vis provision for young people is not clear, and, perhaps most pertinently, that compartmentalisation of resources reduces the possibility of meeting needs collectively.

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[23] One example in this category, which represents concerted practice, is to be studied as part of a DES/ Welsh Office funded research programme to find out how cooperation and constraints affect the ability of workers in different professions to meet the needs of young people and the community.

13.3.13 In 1980, after a series of conferences involving people from a wide range of agencies connected with provision for young people, a steering committee was established to formulate proposals for a Welsh Youth Affairs Council—that is, for machinery for an inter-disciplinary forum at both local and national levels. These were endorsed by the National Youth Bureau[24] which felt it should extend its limited work and impact within Wales. On the evidence of statutory-voluntary and inter-professional initiatives which had achieved progress at national level (for example, the Wales Intermediate Treatment Forum), its advocates thought that a Council needed to be independent of existing agencies, able to give advice to government, and centrally resourced. These ideas formed the substance of a meeting and an exchange of correspondence between the steering committee and the Welsh Office. In view of the fact that resources were unlikely to become available to support an all-Wales Council, the steering committee was invited to consider what might be feasible at a local level.

13.3.14 The need for exchange of information, facilitation of understanding, inter-agency training, resource sharing, identification of priorities and the promotion of active participation by young people was confirmed at a Welsh Office Conference in November 1982. On that occasion, delegates stressed that a lead from a central body would also assist the service to clarify its educational objectives, rekindle its zeal, and improve its image. There was anxiety, too, lest the lack of positive action at national level caused the will to cooperate to become dissipated.

13.3.15 The issue remains a complex one because of the many degrees of cooperation and levels of communication, and because of the divides of structures, resources and attitudes. Furthermore, until a more wholehearted attempt is made at any particular level, no-one can be entirely sure as to whether the sacrifices of time and energy and the compromises required to achieve joint working can be recompensed in terms of improved social education services to young people.

13.3.16 The manifold variety of contacts which exist between youth services and the bodies concerned with young people should not be underestimated, but there does appear to be a growing appreciation among youth officers that some further cooperation and coordination of provision is essential in the interests of young people in the community, and that the youth service could play a more central role in the promotion of such developments.

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[24] The National Youth Bureau, an England/Wales body, aims "to act as a national resource centre for information, publication, training, research and development, and as a forum for association, discussion and joint action, for those involved in youth affairs and the social education of young people."